

Bulletin

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Supplement:
A Review of the Unicameral Experiment

Change your ways

John B. Macdonald advises Governing Council

The Governing Council should switch from an active to a "reactive" role, and the various divisions of the University should have more control over their own affairs, says Dr. John B. Macdonald in his review of the University's system of government, published in its entirety in this issue of the *Bulletin*.

Last April, the council asked Dr. Macdonald, who is president of the Addiction Research Foundation, to review its effectiveness.

Macdonald's 117-page document, *A Review of the Unicameral Experiment*, examines the consolidated governing structure now in operation for more than five years. (Prior to 1972, purely academic issues fell under the jurisdiction of the Senate while such issues as budgeting and operating priorities were dealt with by the Board of Governors.)

Approve, reject, or refer back

Rather than generating its own policies through amendments or resolutions, as it presently does, the council should be limited to approving, rejecting or referring back to the various divisions of the University, matters related to broad University policy, Macdonald says.

The present tendency for the council to become involved in relatively minor issues as well as in problems of implementation and administration, he says, has resulted in an unrealistic workload for the council and its committees, duplication of discussion, excessive paperwork, and unnecessary delays.

Dr. Macdonald says the council should convert from an active body, developing directives for the University, to a reactive, responsive body "assessing the merit, wisdom and feasibility of

proposals brought before it."

The various divisions of the University would have more control over their own affairs so "the skill, knowledge and expertise of those directly involved in teaching and learning can be harnessed more effectively."

All new policies, practices and plans would be submitted to the President of the University before being implemented.

The President would decide which matters should await acknowledgement or approval by the Governing Council. He would then advise the council, making sure issues are understood in their entirety, whatever his own views might be. His advice would be developed by task forces, drawn from as broad or expert a base as necessary.

Reduce committees to three

The council's five standing committees would be reduced to three, with External and Internal Affairs being combined and Academic Affairs merging with Planning and Resources. The latter union would bring to the committee level the unicameral principle established by the *University of Toronto Act, 1971*, notes Macdonald.

The Business Affairs Committee would continue to operate under its present terms of reference but the Executive Committee would have the added responsibility of acting for the Governing Council in matters not involving broad University policy. All such decisions would be reported promptly to the council.

Dr. Macdonald further recommends the Executive Committee hold open meetings.

The Executive Committee's current

Continued on Page 2

Proposed policies for librarians discussed at joint committee meeting

At a special joint meeting of the Academic Affairs and Planning and Resources Committees held Thursday, Jan. 5, preliminary discussion began on the *Report of the Working Group to Formulate Policies for Librarians*.

The complete text of the report appeared in the *Bulletin* of Nov. 7, 1977.

Vice-President and Provost Donald

Chant and faculty association president Jean Smith set the report in historical perspective, pointing out that the University has for years lacked any clear policies regarding librarians, and describing the various unsuccessful attempts to formulate acceptable ones.

Continued on Page 4

Our loss is ROM's gain



On Dec. 31, Sydney Hermant resigned as vice-chairman of the Governing Council to become chairman of the Board of Trustees of the Royal Ontario Museum — with some reluctance. "The University of Toronto has been a part of my life," he explains.

If anyone can claim strong ties to the University, it is Hermant. Since graduating in 1935 from University College with an Honour B.A. in law, the president of Imperial Optical Co. Ltd. has given over 30 years of voluntary service to U of T.

The chronicle of those years is distinguished: president, Students' Administrative Council, 1935; member, Senate, 1945 to 1962; president, University College Alumni Association, 1946; member, Board of Governors, 1962 to 1972; and member, Governing Council, 1972 to 1977. "I may have graduated in 1935, but I guess I never left," says Hermant.

The decision to sever his official connection with U of T in order to chair the ROM board was difficult, not only because of his long involvement with the University, but also because he has spent "the past 30 years pleading with the government not to parachute people onto boards."

Appointments to membership on the governing boards of institutions should be made on the recommendation of the board to the government, rather than in the reverse order, Hermant believes. However, that isn't the way it worked in this instance. The appointment was the government's idea. So when Premier William Davis called Hermant a few weeks ago to request that he assume the chairmanship, he didn't accept until

Sydney Hermant becomes new ROM chairman after 30-years association with U of T.

convincing that the Board of Trustees was receptive to the appointment.

During his years of service to U of T, Hermant was witness to, and participant in, "great dramatic changes", including the move from bicameral government to unicameralism in 1972 — a "sound and good one", although still "in the experimental stage."

He says that one of the most gratifying aspects of the University's evolution came in the form of increased accessibility of education to the public. "Years ago several factors, such as the unavailability of student aid for tuition fees, and lower wages, combined to restrict the number of people who were able to go to university. Today, any student in this country who is qualified can attend."

John Bassett, a government appointee to the Governing Council, says it must have been a "wrenching" decision for Hermant to leave the council considering the "tremendous time and effort" he has put in at the University. He remembers Hermant as a "tough guy".

"When I owned the Toronto Argonauts I negotiated with him for the team to use Varsity Stadium . . . he wanted a lot of money — a big share of the gate."

Although officially severing ties with the University, Hermant intends to keep active in U of T life. "The most difficult thing for me to do was to remove my U of T parking sticker," he says. "I'm going to Hart House soon — I hope the man at the gate recognizes me."

Job Openings

Below is a partial list of job openings at the University. Interested applicants should read the Promotional Opportunity postings on their staff bulletin boards, or telephone the personnel office for further information. The number in brackets following the name of the department in the list indicates the personnel officer responsible. Please call: (1) Sylvia Holland, 978-6470; (2) Penny Tai-Pow, 978-5468; (3) Manfred Wewers, 978-4834; (4) Ann Sarsfield, 978-2112; (5) Beverley Chennell, 978-7308.

Postal Clerk (\$7,430 — 8,750 — 10,050)
U of T Post Office (5)

Clerk III (\$8,180 — 9,620 — 11,070)
Faculty Office, Arts & Science (1), Best Institute (2)

Secretary I (\$8,180 — 9,620 — 11,070)
Preventive Medicine (4)

Secretary II (\$9,000 — 10,590 — 12,180)
Governing Council (1)

Secretary III (\$9,900 — 11,650 — 13,400)
Dean's Office, Arts & Science (1), Ophthalmology (4), Biochemistry (2)
Physical Plant (3)

Laboratory Technician I (\$9,000 — 10,590 — 12,180)
Geology (1)

Laboratory Technician II (\$11,010 — 12,960 — 14,900)
Radiological Research Labs (4), Medicine (4)

Programmer I (10,460 — 12,310 — 14,160)
Preventive Medicine (4)

Programmer II (12,860 — 15,130 — 17,400)
Student Record Services (1), Health Care Research Unit (4)

Programmer III (\$16,175)
Library Automation Systems (3)

Administrative Assistant I (\$9,900 — 11,650 — 13,400)
Woodsworth College (2)

Administrative Assistant III (\$15,820 — 18,620 — 21,410)
Student Awards (4), Scarborough College (3)

Engineering Technologist II (\$12,860 — 15,130 — 17,400)
Medical Computing (4), Central Services (4)

Program Assistant (\$9,000 — 10,590 — 12,180)
Dean's Office, Medicine (4)

Library Technician III (\$8,867)
Library Automation Systems (3)

Research & Planning Officer (17,560 — 20,660 — 23,750)
Office of the Vice-President — Research & Planning (5)

Professional Engineering Officer III (\$19,490 — 22,930 — 26,370)
Physical Plant (3)

Librarian (Minimum \$12,200)
Faculty of Library Science (5)

Research News

Air Resources research

priorities announced

For its deadline of *February 28*, the Air Resources Branch of the Ontario Ministry of the Environment has announced its research priorities for grants to be made in 1978-79. Primarily in the area of applied research, topics included are hazardous airborne contaminants, new technology, effects of atmospheric contaminants on receptors, atmospheric chemistry, and instrumentation development.

ORA has a sample of the revised edition of the research grants brochure for the grants program, and is expecting to receive a stock of application forms at any time. For information, call 978-2163.

Pesticides hazards research

The Pesticides Advisory Committee of the Ontario Ministry of the Environment is inviting proposals for research aimed at:

- (1) determining potential environmental hazards associated with pesticides currently in use;
- (2) developing alternative pesticides for hazardous ones currently in use;
- (3) developing alternative approaches to pest control.

The ministry invites proposals, to be received by *February 28*, in five specific areas. No formal application form is required but a format and procedures are described in a memorandum from the committee. For details, call 978-2163.

Change your ways

Continued from Page 1

function of setting the agenda for Governing Council meetings would be expanded to advising on whether a particular agenda item should simply be received for information or whether, because a matter of broad University policy, it would require the Council's approval.

No changes in composition

While Dr. Macdonald argues against any change in the composition of representatives on Governing Council, he does favour altering committee membership.

He suggests withdrawing the regulation that no category of member may form an absolute majority on any standing committee, as well as the requirement that committees with authority to act must have a majority of Governing Council members.

The Academic Affairs and Resource Planning Committee would be Council's monitor in ensuring that academic excellence and diversity are achieved, he says, and this task must rely heavily on the judgement of the academic community. Hence, a majority of its members should be academics.

He recommends this committee be composed of 61 members. These would include: seven teaching staff, seven students and seven alumni, all drawn from Governing Council; seven principals, deans or directors appointed by the President; seven administrative staff, two drawn from Governing Council and five co-opted; seven Lieutenant-Governor-in-Council appointees to Governing Council; and 19 teaching staff, one elected by each division not otherwise represented by a Governing Council member who is a member of the teaching staff.

To promote administrative continuity, Dr. Macdonald supports re-appointment or re-election of Governing Council members (up to the nine year maximum), a training system for successors to administrative officers, and extended terms for principals, deans, directors, departmental chairmen and senior administrators reporting to the President.

"Lack of confidence is widespread"

In preparing his report Dr. Macdonald studied briefs submitted by a number of campus groups and individuals, including the Faculty Association, the Students' Administrative Council, and several senior administrators.

"I have become convinced that disillusionment and lack of confidence in the system is widespread, especially among the faculty," writes Macdonald, adding that "the credibility of the governing processes in the eyes of the faculty will profoundly affect morale, pride and loyalty."

He says the system has tolerated what might be described as "activist behaviour" on the part of its members.

"At both Council and its committees it has been relatively common practice for members to introduce amendments to proposals, the effect of which is to undermine, on the basis of personal bias, the careful and often painstaking work which led to the proposal.

"The feeling is widely held that the Governing Council and its committees do not have the competence to deal with the wide variety of issues appearing regularly or unexpectedly on their agenda.

"When ill-considered or uninformed proposals are made, many members of the University community sense that the institution is sitting on a time-bomb, and that sooner or later a calamitous error will occur."

Report to be examined this week

Dr. Macdonald's report will be examined this week by a task force made up of the Governing Council's chairman and vice-chairman along with the chairmen of the five standing committees.

Governing Council positions open

Nominations will open *January 16* and will remain open until noon, *January 27* for the following Governing Council positions: four full-time undergraduate student seats, two part-time undergraduate student seats, two graduate student seats, and four teaching staff seats.

Details of constituencies and electoral procedures will be published shortly. Nomination forms will be available Jan. 16 from the Governing Council office, room 106, Simcoe Hall, or from the registrars' offices at Scarborough and Erindale Colleges.

Enquiries should be directed to the Governing Council secretariat at 978-6576.

Special Governing Council meeting

A special meeting of Governing Council has been called for Tuesday, Jan. 10 at 4 p.m. in the Council Chamber, Simcoe Hall.

The Council will be asked to receive the report of the search committee for a new President to succeed Dr. John R. Evans, whose term is up on July 1, 1978.

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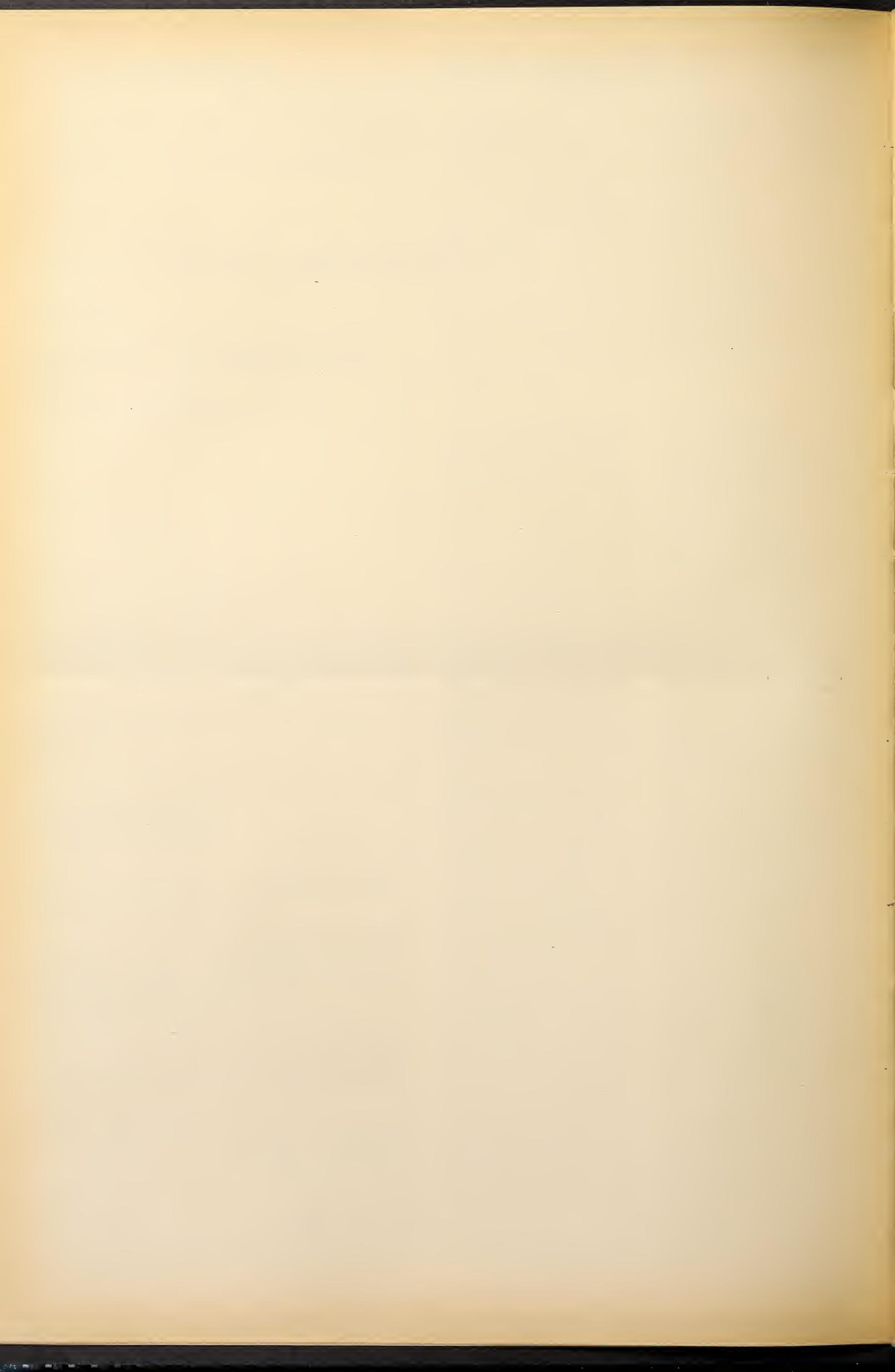
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The Governing Council System
of the
University of Toronto
1972—1977

A Review of the Unicameral Experiment

John B. Macdonald
December 1977



THE GOVERNING COUNCIL SYSTEM OF THE UNIVERSITY OF TORONTO 1972-1977

A REVIEW OF THE UNICAMERAL EXPERIMENT

John B. Macdonald December, 1977

33 Russell Street, Toronto.
December 31, 1977

Mrs. Marnie Paikin,
Chairman,
Governing Council,
University of Toronto,
Toronto, Ontario.

Dear Mrs. Paikin:

I have the honour to submit to you this report of my findings and recommendations arising from my review of the Governing Council system of the University of Toronto.

Sincerely,

JOHN B. MACDONALD,
Review Officer.

Acknowledgements

This study was greatly facilitated by the generous assistance and access to records provided by Mr. David Claringbold, Secretary of the Governing Council and the staff of the Secretariat. In particular I want to acknowledge the expert assistance of Miss Marie Salter who converted the often disconnected discussion at the hearings into orderly summaries. I am grateful.

I Origin

This study represents the third occasion in the course of five years that a review related to the Unicameral Experiment has taken place. That fact alone reflects the novelty and daring of the arrangements given approval by the Legislature of Ontario in the University of Toronto Act, 1971. The University of Toronto, in the eyes of many, is the flagship of Canadian universities. It is a ranking institution internationally in the world of learning, and a large and unusually complex university. Moreover it has reached the age of 150 years, not hoary by world standards, but mature - a solid respectable and respected member of an ancient international fraternity. Little wonder that its venture into a form of governance virtually unknown, untried and unpredictable in its outcome should attract international attention and provoke repeated self-examination.

The first examination was required by the members of the Legislature who must have sensed the magnitude of the experiment. The University of Toronto Act, 1971, states that "the Governing Council shall review this Act and report thereon to the Minister of University Affairs within two years after it comes into force, whereupon the Minister shall submit the report to the Lieutenant Governor in Council and then lay the report before the Assembly if it is in session or, if not, at the next ensuing session."

The required review was carried out by the Governing Council, not without conflict, and therefore not quite within the two year period. It dealt expeditiously with a number of housekeeping items and ambiguities in the wording of the Act but the review bogged down in a political confrontation over the composition of the Governing Council. A prolonged and acrimonious debate (dealt with in more detail in Chapter V) resulted in some proposals for expanding the composition of the Governing Council and marginal shifts in the propor-

tions of the various estates. The Government did not act on this review, completed some 28 months after the Governing Council came into existence. The reason, according to the Minister of Colleges and Universities, was the heavy agenda of legislation which would have precluded thorough discussion and consultation at all stages.

The second review represented a response to concerns expressed by the University of Toronto Faculty Association about what was perceived to be a diminished role of faculty. This complaint was transmitted to the Governing Council Secretariat within a year of the completion of the first study and was accompanied by proposals for increasing the participation of teaching staff in major committees of the Governing Council. The Executive Committee of the Governing Council responded by establishing a working group composed of a representative group of the teaching staff to study the nature of participation by the teaching staff in the governance of the University before and after the formation of the Governing Council.

The working group reported in March, 1976 that there was "deep dissatisfaction with what many regard as a new and uncongenial system of university government in which the faculty finds itself a minority on all the upper levels because it is now considered as only one of four estates; with the inadequate representation of faculty on academic and planning committees, with the mechanisms of restraint which seem to necessitate the growth of bureaucratic power at a time when retrenchment is the watchword; and with the situation where many academic decisions are now apparently being made in Simcoe Hall with little if any outside academic output."* The working group however, on the basis of an analysis of the role of faculty in governance before and after the introduction of the new Act, concluded that "academic staff now occupies a substantial proportion of the places open on the Governing Council and its Committees. Such a composition gives the faculty statutory powers and offers opportunities of direct influence in a wider variety of decisions than they had before the establishment of the Governing Council." In short according to the working

group, the perception by faculty of a diminished role did not fit the facts. The explanation for this incongruity, in the opinion of the working group, lay partly in the mode of governance, partly in the frustrations resulting from financial crisis, unpalatable academic cutbacks, and increased government interference in the affairs of the University.

Action by Governing Council in response to the Report was thought by some to be trivial and inconsequential and not dealing with the real issues identified by the Faculty Association and the Report of the working group. That action consisted of 1) improving the methods for coopting members to the Committees, subcommittees, task forces and working groups of Governing Council; 2) arrangements for observers from academic divisions to sit in on committee and subcommittee meetings; 3) approval by Governing Council of its representation on the President's budget committee; 4) better communication of Governing Council actions to the Divisions directly and to the community as a whole through the *BULLETIN*. These responses were viewed by the Faculty Association as "window-dressing" exemplifying rather than curing the basis of faculty alienation.

A statement by a member of Governing Council at the meeting where the above actions were taken planted the seed for the third review. While supporting the proposed action the member urged that a full study be made of the governing structure from the point of view of all areas of the University. The President in September, 1976, followed up with a suggestion that with the Governing Council then entering its fifth year an in-depth review of the unicameral experience would be appropriate. He suggested that such a study would be of interest not only to the University of Toronto but to the Ontario Government and other universities. He proposed that the study be undertaken at the end of the then current academic year, i.e. following June 30, 1977.

There followed a series of meetings and debates over the purpose, dimension, procedures, auspices, and terms of reference for the study. These took place over several meetings and several months culminating in a decision by the Governing Council on March 17, 1977, to proceed.

The terms of reference agreed to were:

To undertake an examination of the effectiveness of the Governing Council system of the University of Toronto in meeting the needs of the University and to make recommendations for revisions to the structures and procedures which would facilitate an orderly and prompt handling of the University's business.

It was also agreed that one officer, selected from candidates outside the University be appointed to undertake the review and that the officer be asked to report by December 31, 1977 understanding that submissions would be received by June 30 and the review would begin on July 1, 1977.

One matter of debate leading up to the decision was over the question of

whether the study should be conceived as a review of the unicameral experiment. It was argued on one side that the review should examine the Governing Council processes, analyze its imperfections and propose changes in the structure and procedures which would facilitate the handling of the Governing Council's business. The review would thus be directed at the By-laws rather than at the Act of 1971. Others argued that the title should not appear to limit the scope of the review. The University of Toronto system, it was observed is an experiment without precedent. The system therefore should be rated for effectiveness in meeting the needs of the University. Recommended changes would not necessarily call for a return to bicameralism.

The Executive Committee split evenly on this point. Subsequently the Chairman decided that the review would be entitled "A Review of the Unicameral Experiment."

Background

This Report deals with the period 1972 to 1977, the period during which the University of Toronto has functioned under the new and revolutionary Act of 1971. It is concerned with the impact of the Report of the Commission on University Government 1970, the subsequent advice about the Top Governing Structure of the University developed by a University-wide Committee which met in June 1970, the University of Toronto Act 1971, and the by-laws and procedures by which the Governing Council has chosen to operate.

The idea of setting the stage by reviewing the dramatic events leading to rejection of the old Board of Governors and the Senate which together governed the University from 1906 until 1972 was tempting. The time allotted however did not allow an excursion into past history. Moreover the terms of reference do not contemplate such a review of early events however important they may be to a full understanding of the position in which the University now finds itself.

In any event the main features of the recent past are well known. The Royal Commission which designed the Act of 1906 had hoped that the bicameral arrangement could serve the University for half a century. By the early 1960's the situation, as predicted by the Royal Commission, had changed. The University had grown larger and more complex and was on the threshold of further unprecedented expansion. Accompanying that growth was the emergence of new sets of powerful forces pulling and pushing the University in a variety of directions. Potential for conflict between the Board of Governors and the Senate had always existed but this concern was eclipsed by other developments. The rapidly increasing share of government spending for universities was accompanied by a growing interest on the part of government in how its funds were spent and the policies of the spending institutions. As a result the government sought to rationalize its funding through formula financing. Much of the "interface" with government's advisory body, the Committee on

* Report of the Special Study Group on the Role of the Teaching Staff in the Governance of the University. March 15, 1976.

University Affairs, took place provincially through the Committee of Presidents (later the Council of Ontario Universities), and tended to diminish the external significance of Boards of Governors. The Faculty Associations recognizing that crucial decisions were being made at the provincial level sought and gained influence there. The difficulty for the Board in dealing with priorities and new complexities in the appointments, promotions and tenure of staff prompted teaching staff to seek places on the Board. Though the appeal was not successful a compromise President's Council (advisory to the President) composed of teaching staff, administrators and Board members was established.

The Duff-Berdahl Commission on University government established jointly by the National Conference of Canadian Universities and the Canadian Association of University Teachers recommended in 1966 that faculty members be included in the composition of Boards of Governors. The Duff-Berdahl report arrived on the scene coincidentally with the world-wide rise of student activism fuelled by a host of issues but, in the case of the University of Toronto, heavily concentrated on students' concerns about the nature of university government.

In a climate of stridency, clamour and confrontation the Commission on University Government was born in 1968. It was preceded by renewed pressure from faculty for representation on the Board of Governors and then by a proposal from the President for an entirely fresh look at the issue. The President wrote in 1966 "We are in danger of merely pouring some new wine into some very old vessels. We must look critically and unsentimentally at our two governing bodies: the Board and the Senate ... One might describe (our present system) as one of double innocence. Indeed it is considered improper for a member of the Board to display any lively interest in academic matters. For their part, the academics graciously retreat whenever an issue reaches a point where it requires expression in financial terms."¹

More recently Dr. Bissell has written "It seemed to me that both the president and the final governing body should find a new centre; a university without cohesiveness and without the recognition of a source of authority would rapidly lose its autonomy. I thought it was also self evident that the central authority should be representative of the whole university, and that the president should be its choice and its principal spokesman. After two years of discussion, in a commission, in bodies throughout the University, and in a university-wide committee, which was a sort of constitutional assembly, the university miraculously agreed on the composition of a central university body."²

That agreement was hammered out finally in a three day meeting of a University-wide Committee in June 1970 at which 146 participants were registered. The meeting, by an overwhelming majority, resolved that the Top Governing Structure of the University be unicameral, composed of administrators, faculty, students, support staff and lay persons. The meeting also endorsed the idea that Divisions should be free to devise their own admissions, staffing and academic policies subject to overall

principles set by the Top Governing Structure; and the meeting urged that the Top Governing Structure deal with policy and review functions, leaving the day-to-day running of the University to academic and non-academic administrators. The meeting passed thirteen resolutions in all before turning to the controversial matter of composition for the new Top Governing Structure. This latter subject was handled by preferential voting on a series of ten models. At the close of the seventh ballot a model composed of 72 members was chosen, 24 of them being lay persons (including alumni), 21 being teaching staff, 14 being students, and the remainder being divided among support staff, administration, the President and presidential appointees.

When the matter came before the Legislature the composition was again debated with testimony being presented by various representatives of the university community to a legislative committee. When the University of Toronto Act, 1971 was finally passed it provided for a unicameral Governing Council composed of the Chancellor and the President, two members appointed by the President, 16 appointees of the Lieutenant Governor in Council (none of whom shall be staff or students), 12 teaching staff, eight students (4 undergraduates, 2 graduate students, and 2 part-time students), two administrative staff and eight alumni.

This in brief was the background to the development of the University of Toronto Act 1971 and to the events of the period 1972-1977.

II Procedures

The study began as planned on July 1, 1977 at which time the Secretary of Governing Council passed to me a number of briefs from various organizations in the University as well as communications from individuals. These continued to accumulate throughout the summer and autumn, some arriving as late as December, 1977. All of these communications were considered carefully regardless of the deadline imposed by the Governing Council. The sources of the communications are listed in Appendices D and E.

A series of hearings took place during the months of September and October. The schedule for these meetings was reported in the *BULLETIN* and they were open unless the groups involved requested a closed hearing. A list of the hearings appears in Appendix F.

In addition to these formal hearings I attended meetings of the Governing Council, the Executive Committee and each of the Standing Committees of the Council. I also met individually with some forty to fifty persons interested in and knowledgeable about the operations of the Governing Council system.

The Secretary of the Governing Council provided a very large volume of documentation in answer to specific requests in order that I could examine and analyze first hand the texture of events of the past five years. These records permitted several substudies to be undertaken with a view to confirming, rejecting or modifying the picture being presented to me in the briefs and hearings. The results of these analyses are incorporated in the text and tables of this Report.

III Critique

This chapter presents bluntly an account of the criticisms communicated to me in writing and in person. Many of the criticisms were harsh, reflect-

ing exasperation and disappointment. In what follows I have made no attempt to "sugar-coat" the message because I have become convinced that disillusionment and lack of confidence in the system is widespread, especially among the faculty. In making this judgement I am conscious that the nature of this investigation did not allow for a scientific sampling and the possibility remains that the bias inherent in volunteered briefs could lead to a misjudgement of the breadth of the discontent. In spite of this possibility other factors persuade me of the validity of the conclusion.

First, the consistency and repetitive nature of the criticisms suggested widely shared perceptions. Virtually no group or individual with whom I communicated was without criticisms of the system. The severity of the criticism generally was strongest among faculty, administrators and members of the university community who have been close to or involved in the system. Secondly, I made a point of seeking out informally the views of a significant number of persons, mostly faculty members who had not chosen to volunteer their views. In general the views expressed in these casual exchanges reinforced the criticisms offered formally in briefs and hearings. Moreover, though some of the major briefs were widely distributed no person or group sought to challenge the criticisms. Thirdly, as described in this chapter, evidence was sought and found in the five year record of the system which confirmed the validity of the major criticisms. Finally, a number of the criticisms repeated those reported in 1974 by the Special Study Group on the Role of the Teaching Staff in the Governance of the University.

The briefs of student organizations while tending to concentrate on concerns about parity claimed widespread alienation on the part of students. I am unable to confirm this observation for lack of evidence. The individual students whom I consulted most frequently interpreted the attitude of the student body as disinterested rather than alienated. Students, it was stated, are preoccupied with the quality of their education and the prospects of future employment.

The views of some student leaders from past years appeared in the *Globe and Mail* (November 21, 1977) and are relevant. Thomas Faulkner, a former president of the Students' Administrative Council said that today's students "have been chastened by the economic realities. They can't afford the luxury of not worrying about jobs." Another ex-president, Robert Spencer, said "They know they should be involved but they don't want to take the time ... it's harder to get students who are willing to sit on the dull committees." Faulkner observed "There will be a problem of making these things stick. When there's a crisis it's easy to get people involved. It's keeping people involved in the day-to-day work that's tough."³

The strength of faculty criticism may be the most important finding in this review. Looking to the long term welfare of the University, the credibility of the governing processes in the eyes of faculty will profoundly affect morale, pride and loyalty. In the last analysis the quality and commitment of the faculty must determine

the reputation and the success of the University in achieving its high purposes. The University of Toronto has been able to attract to itself large numbers of students of great promise and impressive ability. Its student body in fact is second to none in Canada. The magnet is the reputation of the University and the reputation is the product of faculty talent and performance. It is for these reasons that the criticisms are presented in the uncompromising and sometimes tactless way in which they were received. Offence is not intended and no criticism is personal. The "system" is the patient and it is to the diagnosis of the system's illness that the criticism is directed. Individuals participating in the work of the Governing Council, by all accounts, have served with dedication and diligence within the framework of the system.

Compliments

Although the content of the briefs was mainly critical, some features of the system attracted laudatory comment.

Unicameralism was felt by some (not a majority) to have advantages over bicameral governance. In some cases the support seemed to represent an act of faith since it was unaccompanied by any identification of its advantages. The clearest favourable statement was made by the senior members of the central administration. "Unicameralism provides the opportunity for effective contributions and concurrent participation by all the estates of the University and it reduces or removes the dichotomy between the purely academic issues (formerly the purview of the Senate) and the issues such as capital and operating priorities, budgeting and planning (formerly dealt with by the Board). It also provides a forum in which thoughtful, experienced members of the public, both alumni and government appointed laymen, can be influential and helpful; under unicameralism they have full opportunity to contribute to all matters affecting the University and they gain a better understanding of the values and workings of the academic community than was generally achieved either by the former Board or by many non-University members of the former Senate. Many of the universities that have reformed their board/senate structures seem to have made their boards more like the senates (with staff and student participation) and their senates more like their boards (with some of the powers previously reserved to the Board); the single unicameral system is a more logical development."

The openness of the system received some praise in spite of the shaky beginnings when large and noisy crowds of spectators had an intimidating effect on the new and inexperienced Governing Council. Openness is now seen by some as an aid to the process of communication which has reduced the aura of mystery and remoteness surrounding the principles and processes of governance.

The breadth of representation on the Governing Council has been stated to be a source of great strength, bringing to bear on the Governing Council's judgements a wide range of opinions. This advantage has been qualified by concern for the inexperience of members resulting from too rapid a turnover in membership.

Some groups have been impressed with the value of a system which is seen to give equal weight to the views of all estates and which has shown

¹ Toward Community in University Government, p.11. University of Toronto Press, 1970.

² Bissell, C. "University Presidents & Politicians - The Prologue." personal communication, 1977.

³ However an analysis of attendance records at Governing Council and its Committees in 1976-7 shows no trend for any one estate to be more or less conscientious than any other.

responsiveness to the concerns of all estates. Some students have pointed in this connection to a perceived value in disallowing a majority from any one estate on Council's committees.

A number of comments favourable to the role of students have been offered, not only by students, but by others impressed with their conscientiousness and performance. Students have tended to select able representatives to the Governing Council and they have consistently attended Council and Committee meetings properly prepared. The Association for Part-Time Undergraduate Students in commenting on the role of full-time students (younger on average than part-time students) observed "that sometimes the spontaneous response to an issue, indeed the idealistic approach of a young person is a welcome, refreshing contribution, and may at times be the correct solution."

If remarks such as these seem to have a slightly condescending ring to them they can be put into perspective by the observation of one faculty member with long experience on Governing Council: "A few of the students are able, intelligent, articulate. None is very experienced. Their terms are absurdly short. On the whole the student contribution at every level of Council impresses only those who expect less of the students than they expect of themselves."

Finally, in spite of all the criticisms which follow, some observers claim that on the important issues the Governing Council has arrived at the "right answers." A senior university officer expressed the point differently and less controversially when he observed that the Governing Council "has not acted on any major issues in ways contrary to the long-term interests of the University." Coupled with this "faint praise" it must be noted that the system has been able and willing to grapple with a substantial number of major issues. A lengthy list was appended to the Report of the Special Study Group on the Role of the Teaching Staff in the Governance of the University (March 15, 1976). Some notable examples include establishment of Woodsworth College, the closing of the School of Hygiene and the development of the Division of Community Health in the Faculty of Medicine, the action on the Faculty of Food Sciences, approval of a Memorandum of Understanding relating to the role of the Colleges in the Faculty of Arts and Science, approval of an Academic Code of Behaviour, approval of a statement on protection of freedom of speech, approval of general objectives for the University of Toronto, approval of appointment and tenure procedures. The road to a final decision on many of these issues was long and rocky but the ultimate disposition of matters which were inherently controversial does appear to have gained a good measure of acceptance. Unfortunately this record has been marred and the system rendered less credible by the capricious nature of some of the debate in both the Council and its Committees which has left many persons feeling that the system is not immune to serious error.

The nature of these and other concerns is the subject of the next section.

Criticisms

Criticisms of the operation of the system were strong and frequently heated. Certain common themes were voiced by nearly all correspondents. On the other hand key issues

on which estates have been divided from the outset continue to evoke division. Although the number of specific criticisms is large, they tend to fall into less than a dozen classifications and are so grouped in the following account.

UNICAMERALISM AND THE ROLE OF GOVERNING COUNCIL

Unicameralism itself was the target of some criticism but however grave the doubts of the critics, no single voice called directly for abandoning the experiment. As one writer put it, "the term 'Unicameral Experiment' betrays a feeling that the Governing Council's existence may be tentative. To return to the former bicameral structure lockstock and divided command would not be a constructive solution to current problems. One must balance the benefits of reform with the uncertainties generated by continuous change." Nevertheless the criticisms were in some instances severe. One correspondent wrote: "In academic matters the unicameral arrangement is widely held to be slow and interfering because it concerns itself with detail that ought to be delegated to divisions, remote because it is not responsive to academic opinions, hostile because its view of its purpose does not accord with the academic divisions' view of their purpose, and all powerful because it imposes its will on others."

Another writer wrote: "I was an opponent of unicameralism and argued against its introduction at every opportunity. Fundamentally and primarily because I believed that from the point of view of fiscal government a University governing body must have an external majority, while from the point of view of academic government it must have an internal majority. Therefore a unicameral system can only be an uneasy compromise ... Because I could only visualize a unicameral body that was a cumbersome amalgam of an expanded more representative board of governors and a contracted less representative senate, I argued that the body would be ineffective ... It is not surprising that I think things have gone more or less as I predicted they would."

A third writer wrote: "I still have to express my fundamental doubts about the effectiveness of unicameralism as a form of university government. The unicameral system requires more expertise than governors can possibly muster. Tinker with the system as we might, find better people than ever, especially faculty members, and exercise all the good will that we are developing – it is still the case that at least 50% of the members of Council will not understand any given issue before it. In the long run will the University of Toronto be well governed so long as this situation prevails?"

One brief stated that the Governing Council has not fulfilled many of the expectations of the Commission on University Government and concludes that "Its limitations lie precisely in the powers lodged in the unicameral frame." The brief goes on to list some of the expectations of the Commission on University Government. One was that a unicameral system would foster swift and efficient decision making. The brief, like many other briefs, concludes that decision making has been prolonged and cumbersome. The Commission expected the new form of government to address itself to the problem of the University as a community, whereas the structure of the Council has institutionalized faction. It was hoped that the unicameral Governing Coun-

cil would be prepared to delegate much authority to the constituent faculties and divisions of the University. On the contrary, the tendency has been able to centralize more and more authority: "Council and its major standing committees appear to be bent on establishing a formal procedure for virtually every aspect of the University's affairs." The Commission believed that the Governing Council would possess a legitimacy in the eyes of both the University and of the community beyond. The brief observes that "In the light of our experience, it is hard to believe that the Board of Governors would have become as much at odds with many of its constituents as the Governing Council now appears to be."

A very frequent observation was that the Governing Council is unclear about its proper role. It is generally felt that the Council should deal with broad university policy but that it tends to become involved not only in many relatively minor issues but in problems of implementation and administration.

The fact that Council's machinery does involve it in operational matters is succinctly confirmed in a recommendation made by the senior members of the central administration. In an effort to streamline Council's business they recommended "that in any case where policies have been established, *operational matters* may be carried out by sub-committees of the Council whether or not a majority of the members are Council members." This recommendation makes it clear that the system now does leave some operational matters in the hands of Council's instruments. Yet as pointed out critically in the same brief, "the volume of business reaching Council ... has consisted of a mixture of policy matters and administrative details."

WORKLOAD, CUMBERSOMENESS AND DUPLICATION

Tied directly to this criticism is concern over what is considered by many to be an unrealistic workload for both Council and its Committees. This is seen to be partly due to the breadth of matters with which Council has chosen to deal, partly due to the repetitious style which sees a single subject being dealt with by several Committees and subcommittees only to be debated once again in Council itself, and partly due to an urge by members of Council and its Committees to amend, to reformulate, to add to or subtract from proposals before them.

As noted by two members of Council "every campus issue is dealt with by one or more of the standing com-

mittees and subcommittees, by the Executive Committee and by the Governing Council. The duplication of discussion, the amount of paper work involved and the time delays between identifying an issue and having it finally resolved by the Governing Council have led to a degree of cost, effort and frustration that appears unnecessary."

Examples of the cumbersome procedures involved in passage of an issue through the Council's machinery are shown in Tables 1 to 3.

Table 1 is an example of a new academic programme (Master's Degree in Public Policy) which was dealt with relatively expeditiously. The proposal was reviewed from different points of view by four Committees before receiving final approval by the Council. On a major matter, the conversion of the School of Hygiene into a Division of Community Health in the Faculty of Medicine, the Governing Council and its various committees met 19 times between May 1973 and January 1975 (Table 2). The summary of the record discloses both the level of detail and the extent to which the Council's committees were prepared to play an active role in amending, adding or deleting recommendations put before them. A third example (Table 3) is a chronological summary of Council's involvement in the Transitional Year Programme (a small programme for disadvantaged minority students designed to prepare them for university-level study). This programme was discussed at 14 different meetings of the Council or its Committees. The record again illustrates how Council involved itself in administrative matters and implementation. At one point Council set the terms of severance pay for staff members. The highly political nature of the debate on this subject and the presence of an abusive audience at meetings can be cited as extenuating circumstances in this case but nevertheless it does illustrate the capacity for ad hoc management by the governing body.

Another illustration can best be described in the words of a member of Governing Council who wrote "I believe that the Speech Pathology issue was not at all well handled. A lot of work was certainly done. But each committee and subcommittee did what it conceived as its own job without enough regard for what had been done or was to be done elsewhere. As a result, in my opinion none of the committees really got to the heart of a fairly complex problem. The people from Medicine and Speech Pathology realized of course, very well that the Governing Council committees did not fully understand what was being

Table 1 PASSAGE THROUGH THE GOVERNING COUNCIL SYSTEM MASTER'S DEGREE PROGRAMME IN PUBLIC POLICY

Date	Considered by	Particulars
March 2, 1977	Curriculum & Standards Report #60	Discussion of proposal for a Master's Degree Pg in Public Policy. Subctee recommended proposal for approval.
March 14, 1977	Planning & Resources Report #79	Discussion of proposed policy. Recommended that the establishment of a Master's Degree Pg in Public Policy be approved, subject to concurrence by the Academic Affairs Ctee and approval by the graduate appraisal process.
March 24, 1977	Academic Affairs Report #113	That the resources implications of the pgm as outlined in the memorandum concerning the proposal, a copy of which is attached to Report #79 of P&R, as Appendix "A", be approved.
April 12, 1977	Executive Committee Report #66	Discussion of proposal and ctee approved the academic aspects of the proposed Master's Degree Pg in Public Policy.
April 21, 1977	Governing Council	Endorsed the recommendations contained in P&R #79.
		Approved recommendations as contained in Report #79 of P&R.

Table 2 PASSAGE THROUGH THE GOVERNING COUNCIL SYSTEM HYGIENE TASK FORCE

Date	Considered by	Particulars	Date	Considered by	Particulars
May 15, 1973	Planning & Resources Report #15	Agreed that Chairman approach Chairman of AAC with proposal that 2 members of AAC and 2 of P&R, Mr. Sword, Prof. Forster & Dr. Hamilton meet over the summer to study the report on the School of Hygiene.			Health on the model of the Graduate Department and the School of Hygiene) Nutrition and Food Science, Microbiology and Parasitology, and that students registered in or applying for admission to the Graduate Department of the School of Hygiene be transferred to these new graduate departments following implementation of the recommendations concerning discontinuation of the School of Hygiene as an academic division." Agreed to recommend to the P&R Ctee that the following recommendation be included in the implementation guidelines for recommendations arising out of the report of the Hygiene Task Force: "That the existing graduate Diploma and Certificate pgms. offered under the jurisdiction of the Council of the School of Hygiene continue to be offered, subject to the usual processes of review and modification or eventual discontinuation, and be transferred to the jurisdiction of the Council of the Faculty of Medicine when the Council of the School of Hygiene is discontinued; and that authority be granted to the Council of the School of Hygiene to plan and seek authorization for curricular changes to be effective during the academic year of 1975-76 and to admit students to pgms. commencing in that year."
June 7, 1973	P&R, Report #16	Reported that Chairman of AAC had agreed to proposal and agreed that P&R members would be named by the Chairman once membership of P&R for 73/74 was established.			Recommended that the Consolidated Recommendations – Division of Community Health – Structures and Location be approved.
January 29, 1974	P&R, Report #26	Chairman noted joint meeting of AAC & P&R scheduled for Feb. 26 to receive report of Hygiene Task Force.			Amended Recommendation 5 to read That the Departments of Health Administration, Epidemiology and Biometrics and Behavioural Science of the new division shall provide teaching resources in community health not only in Medicine but also in Nursing, Dentistry, Pharmacy and other divisions as needed; the teaching resources in the fields of the above three departments should only be developed elsewhere in the University after appropriate consultation between the divisions concerned and with the agreement of the central University administration. Approved Recommendations 1-14 as amended.
February 26, 1974	Joint P&R and AAC Reports #28 & 37	Discussion of task force report & agreed to set another meeting to consider responses to the report.			Recommended the following implementation guidelines for the Division of Community Health and other departments from the School of Hygiene be approved: 1. The change in administrative organization should not affect the continuity of employment of any teaching staff or administrative staff. 2. The change in administrative organization should not affect the continuity of existing pgms. for students enrolled in the academic year 1974-75. 3. The use of facilities within the Faculty should be such that the arrangements will stimulate collaboration among cognate departments. 4. The implementation date for these policies should be July 1, 1975.
March 26, 1974	Joint P&R and AAC Reports #30 & 40	Further discussion of Report and responses to it. Discussion of goals and objectives task force had recommended in the community health area.			Agreed that the P&R Ctee request the BAC to consider the matter of policy on staff transfers which may result from administrative reorganizations, and that it assure itself that appropriate mechanisms are available in the Personnel Department.
March 27, 1974	P&R, Report #31	Discussion of draft set of recommendations. Ctee recommended (1) a high priority for the provision of education and research in the field of community health. (2) That the Univ. establish a division of community health to consist of departments with a primary role in this field. (3) That the objectives of the division be: (a) to provide professional education of community health personnel and other health professionals as well as other professionals whose work relates to public health at the undergraduate and graduate levels, and in continuing education; (b) provision of a resource in experimental design and statistics for health research and for health services research and clinical trials; (c) epidemiology, including the study of environmental factors in health and disease; (d) health services research; (e) health services organization, administration, planning, and evaluation; (f) promotion of health and prevention of disease; (g) provision of consultation and selected health services to the community.	May 14, 1974	Exec. Comm. Report #28	Endorsed implementation guidelines as recommended in Report #36 of P&R.
April 2, 1974	Acad. Aff. Report #42	Endorsed recommendations put forward by P&R in Report #31.	May 23, 1974	Governing Council	Approved implementation guidelines as recommended in Report #36 of P&R.
April 9, 1974	Exec. Comm. Report #27	Endorsed recommendations as put forward in Report #31 of P&R.	May 28, 1974	P&R, Report #36	Considered the matter of policy on staff transfers which may result from administrative reorganizations and that it assure itself that appropriate mechanisms are available in the Personnel Dept. Director of Personnel stated that it is policy to make every effort to assist in the relocation within the Univ. of staff whose positions are affected by administrative reorganizations.
April 18, 1974	Governing Council	Approved recommendations as contained in Report #31 of P&R.	June 11, 1974	Exec. Comm. Report #30	CENTRALIZATION
April 24, 1974	Acad. Aff. Report #47	Ctee considered, amended and approved recommendations (1-7) concerning the new Division of Community Health.	June 20, 1974	Governing Council	Many observers drew attention to the tendency to centralize more and more of the decision-making in the Governing Council. This, in a sense, is another way of describing an overloaded agenda or the failure to limit Council's activities to broad university policy. In another sense, this criticism goes farther, involving as it does a perceived predilection on the part of Council to see merit in uniformity and a willingness to invade the affairs of individual Divisions of the University.
April 30, 1974	Acad. Aff. Report #48	Ctee amended Recommendation 4 by adding additional section (d), amended Recommendation 7. Approved Recommendations 8 and 9 and 10-13 as amended.	January 29, 1975	Business Affairs	One brief noted that it had been claimed by the Commission on University Government that the unicameral Governing Council "would be
May 2, 1974	P&R, Report #34	Discussion of Community Health structures and location. Recommended that the Division of Community Health have a separately identified and separately reviewed budget, sufficient to achieve the academic objectives of the division but within the over-all budgetary constraints of the University, for an initial period of five years. Agreed that recommendations 1-13 of the AAC with respect to the structure and location of the Division of Community Health be endorsed.			
May 7, 1974	Acad. Aff. Report #50	Approved Recommendation 14. Discussed establishment of new graduate departments and transfer of existing diploma and certificate pgms. to the jurisdiction of the Council of the Faculty of Medicine. Ctee recommended that the following recommendation be referred to the School of Graduate Studies for advice, "That the School of Graduate Studies take appropriate steps to constitute graduate departments of Community Health (relating to the Division of Community			

presented and discussed. Moreover, their people had the very discouraging experience of going before a number of different Governing Council committees and subcommittees which were obviously not working together in a properly co-ordinated manner. This has most certainly not enhanced the reputation of the Governing Council with those concerned, and it has left the Division of Speech Pathology feeling somewhat badly treated."

Multiple reviews and debates such as the examples cited have not been unusual. For a group of 10 different issues selected to provide a representative sample, the average number of meetings before the issue was finally settled was 12.

These characteristics are understandable. The Act places on Governing Council the power and the responsibility to govern, manage and control the University. Council members no doubt take such admonitions seriously, as they should, and many members with no previous comparable experience, are likely to feel duty-bound to play a role which is not only active but activist. The last thing they would want to face is a charge of being a "rubber stamp." At the same time, as noted by one member of Governing Council, "members' major criticism is that the unicameral system puts too many demands on the individual members. In discussions requiring decisions to be made on matters ranging from grading to budget allocations for in-

dividual faculties, the members are expected to have a thorough grasp of all matters, something which inevitably is impossible."

The impact of the procedures on the workload of Governing Council and its Committees is shown in Table 4 in which the number of meetings of the Council and its Committees is compared with that of the Board of Governors and the Senate, each for a period of five years. The Governing Council system held about 63% more meetings than the Board of Governors, Senate and their Committees combined. Converted to man-years, assuming an average of 2.5 hours for the length of meetings, the meetings of the Governing Council and its Committees consumed about 34,000 man-hours or 17 man-years.

Table 3 PASSAGE THROUGH THE GOVERNING COUNCIL SYSTEM REPORT OF THE TRANSITIONAL YEAR
TASK FORCE

Date	Considered by	Particulars	Date	Considered by	Particulars
October 30, 1975	Academic Affairs Report #85	Chairman reported that M.C.U. announced that funds for this pgm. would end by June 30/76 pending results of a study now being taken. Suggested Ctee ask administration to assist by gathering and assessing information about the pgm and preparing recommendations for consideration by the AAC and the AAC's assessment form the basis of the report to the Ministry.			time appointments be established for counseling graduates of the TYP who are enrolled in Univ. degree courses. (4) that a task force be appointed immediately to recommend to the Provost on (a) whether the need for such a pgm. still exists, (b) if so, in what way the Univ. can best meet the need. (5) that resources appropriated for funding the present pgm. should not be diverted for any other purpose until directed by the G.C.
May 27, 1976	Academic Affairs Report #98	Chairman noted that administration had been asked to review the pgm and determine whether it should continue to receive funding and accordingly a review committee had been appointed and its report has now been circulated to members. The administration was preparing recommendations based on the report which would also be circulated.	September 9, 1976	Academic Affairs Report #101	Dr. Chant reported that in mid-July noted that Task Force on the TYP had been established consisting of President J.M. Kelly (Chairman), Prof. W.G. Friend, Prof. Robin Harris, Dr. D.G. Hill, Dean J. Ricker, Mr. F. Salazar. He outlined the pgm developed by the Task Force for examining similar pgms. elsewhere and noted the briefs had been invited by Oct. 4/76.
June 7, 1976	Academic Affairs Report #99	Ctee held a special meeting to discuss TYP report and recommendations. Forwarded 8 recommendations which are attached.	September 14, 1976	Executive Committee Report #56	Discussion of membership of Task Force, its progress to date and openness of meetings.
June 8, 1976	Executive Committee Report #55	Chairman of AAC reviewed background of report, administration's response and deliberations by AAC. Was discussion of report and recommendations by AAC and administration and President made 3 comments which he hoped would be considered by AAC at their meeting on June 10. Ctee approved that the recommendations in Report #99 of AAC be forwarded to GC for consideration and that in the event that Recommendation 1 of the AAC is defeated by the GC the recommendations in the administrative response be submitted for consideration to the GC.	September 23, 1976	Governing Council	Discussion of Task Force's consideration of provincial funding, format in which Task Force report would be presented to the G.C., openness of meetings and Task Force meetings minutes.
June 10, 1976	Academic Affairs Report #100	Discussion of recommendation 3 which was amended as follows (1) Delete words, "Director of Transitional Year Pgm. and an appointee of the Vice-President and Provost" and substitute "and two appointees of the Vice-President and Provost." (2) Change the final sentence to read: "The Principal of Innis College shall be the Chairman of the Ctee and shall be responsible for reporting on behalf of the Ctee to the Vice-President and Provost."	October 28, 1976	Academic Affairs Report #104	Excerpts from the minutes of the TYP Task Force were distributed to members. Discussion of student representation on the Task Force.
June 17, 1976	Governing Council	Lengthy discussion of AAC recommendations and administrative response. G.C. resolved (1) that applications not be processed for entry into the TYP for 1976-77. (2) that members of the staff to whom an employment commitment has been made for 1976-77 receive severance pay (or in the case of those teaching part-time elsewhere in the Univ. compensation pay) equal to the amount which they received in the TYP in the last 12 months. (3) that students enrolled in the pgm. in 1975-76 be considered for entrance to Univ. pgms. following the usual procedures, and part-	January 6, 1977	Academic Affairs Report #108	Dr. Chant announced that the report of the TYP Task Force was expected shortly and would be circulated to the AAC.
			January 27, 1977	Academic Affairs Report #109	Introduction to recommendations concerning the TYP by Dr. Chant. The Chairman of the TYP Task Force President Kelly went over the report and recommendations Ctee approved 7 recommendations as attached.
			February 8, 1977	Executive Committee Report #63	Discussion of report and recommendations by AAC. Ctee approved recommendations as contained in Report #109 of AAC and forwarded them to G.C. for consideration. Ctee recommended that the entire TYP pgm be reviewed after three years of operation or earlier if the level of government funding is reduced from the current level.
			February 17, 1977	Governing Council	Amended word "Chairperson" in recommendations 6 & 7 to read "Chairman". Approved recommendations contained in Report #109 of AAC as amended in Recommendations 6 & 7 by the G.C. G.C. amended recommendation of the Executive Ctee to read: "That the entire TYP pgm be reviewed by the Univ. after three years of operation or earlier if the level of government funding is reduced from the current level.

prepared to delegate much more authority to the constituent faculties and divisions of the University. This does not appear to have happened.... Armed with authority, self-confidence and much paper, the Council and its major standing committees appear to be bent on establishing a formal procedure for virtually every aspect of the University's affairs. The notion that experience or familiar usage could solve problems better than new statutes and regulations appears to be anathema to the unicameral system."

A writer while acknowledging that recently substantial devolution of approval authority to divisions has occurred in relation to Curriculum and Standards, noted that this is not true in other areas. The writer observed that: "An academic division seeking a new admissions policy, or change in existing policy, is required to make its case before the subcommittee. After scrutiny and debate, sometimes lasting over several meetings, the subcommittee recommendation goes to Academic Affairs for approval (in minor matters) or for further recommendation to Council (in major matters). Because of the slim overlap in membership of the parent committee and its subcommittees, very often the scrutiny and debate would now begin *ab novo*, with the academic division's representatives sometimes required to present their case again. In the case of 'major' matters (recently, e.g. principles regarding visa students, special language requirements for

English-as-a-second-language students, etc.), the presentation and debate often began again on the floor of the Governing Council. Should the matter not be resolved within the same academic year, the whole process could be repeated with new members on the various committees the next year."

The writer then goes on to observe that "when the Dean or Principal make their case initially at the subcommittee level of Governing Council he or she has already had to guide it through the levels of approving authority at the divisional level. By the time it reaches the Council floor, in the cases mentioned above, one could not blame them for suffering a severe case of *déjà vu*. Worse yet, however, is that at this moment, when the very fate of their proposal is at stake, they are mere spectators. They may be permitted a five-minute special plea, or perhaps be asked to answer a few questions from members of Council, but basically their cause is being advanced by the Chairman of Academic Affairs. A listless or carelessly made case by that individual could scupper months or years of developmental work at the divisional level."

A brief from the Faculty of Medicine offers examples: "The various committees of Governing Council ... deal with complex issues affecting the medical school and its network, lacking the sapiential authority to make decisions with the foresight of the possible consequences. Some decisions in relation to programmes and

operations of the Faculty proved at times difficult to implement in practice. An example of this was the policy on contractually-limited appointments. The initial proposals from the Faculty of Medicine were not accepted in full, and in consequence a two-year term became the accepted norm for the University. In practice, the Faculty of Medicine was able to show after a relatively short experience that positions could not be filled unless at least a five-year term could be offered. To reverse this policy proved so difficult that to this day an amendment of the original regulations has not been achieved. In consequence, rather than being able to hire academics for shorter periods on a contractually-limited basis, the alternative of long-term tenure

stream/tenure commitments has to be used at the very time when the University is experiencing serious fiscal problems which mandate a curtailment of such long-term obligations.

The grading practices policy developed by the Academic Affairs Committee and approved by Governing Council, is another cogent example. It is designed for the student in the conventional programme conducted in the classroom setting, but is difficult to apply to a student in the clinical setting where judgemental evaluations of knowledge, skills and attitudes based on the performance of a student at the bedside are as important as the results of written examinations. Although the possibility exists

to claim exemption from such detailed policies, the mechanisms for doing so are complex and time-consuming.

"The latter example illustrates best the negative approach of the present governing structure. The University develops a policy which requires an appeal by the participating Faculties for either exemption from the regulations or their amendment to suit the needs of a particular sector. This approach to academic and resource management needs to be changed, if a more effective decision-making process is to emerge in the future."

Another aspect of centralization is an assumption that the centralizing tendency of the Governing Council has been paralleled by a growth in size and power of the central administration. The point was raised in the Report of the Special Study Group on the Role of the Teaching Staff in the Governing of the University, 1976: "The right of the President to choose his own advisers is difficult to dispute and indeed given the unwieldy democracy of the Governing Council it is perhaps essential. But if there is reason to doubt the ability of the Governing Council to deal effectively with the problems faced by the University, then the decision-making power passes *de facto* to Simcoe Hall." Coupled with the assumption that academic decisions are made in Simcoe Hall is an assumption that there has been a great increase in the size of the central administration.

Table 4 MEETINGS OF BOARD OF GOVERNORS (1967-72), SENATE (1967-72), GOVERNING COUNCIL (1972-77), AND THEIR COMMITTEES

	No. of Meetings		No. of Meetings		Size of Ctee.	No. of Meetings
Board of Governors	53	Senate	48	Governing Council	50	61
Executive Committee	40	Executive Committee	54	Executive Committee	14	68
Finance	8	Boards of Studies	95	Academic Affairs	25	119
Investment	11	Committee on Administration Standards	12	Business Affairs	12	58
Finance & Investment	7	Committee on Admissions	8	External Affairs	10	39
Property	33	Committee on Scholarships and Awards	22	Internal Affairs	11	68
Student Activities	10	Committee on University Ceremonials	8	Planning & Resources	17	81
Press	11	Committee on Diplomas	5	Administration & Awards	16	56
Conservatory	10			Curricula & Standards	23	65
University College	8			Library	16	22
Varsity Fund	6			Audit & Finance	6	37
Research Fund	2			Priorities	5	5
Connaught	5			Resources	9	21
				Planning	10	23
				Planning & Priorities	21	21
	204		252			744

NOTES: Honorary degrees and Appeals omitted from both Senate and Governing Council.
University extension, a subcommittee of Governing Council was in existence in 1972-3 only. The Senate Committee on University Extension was the Council for the Division. Both have been omitted.

Table 5 UNIVERSITY OF TORONTO CENTRAL ADMINISTRATION

	1971-72 FTE Staff	1976-77 FTE Cost	1971-72 FTE Staff	1976-77 Cost
Secretary of Board of Governors	3.00	\$ 44,752	—	\$ —
Vice-President and Registrar	13.62	178,810	—	—
Governing Council Office	—	—	10.00	217,696
President	15.16	417,570	12.14	576,653
Vice-President and Provost	4.82	94,430	14.11	450,526
Vice-President, Health Sciences	6.65	109,283	—	—
Stats & Records/Student Record Services	46.83	881,383	52.40	1,638,438
Admissions Department	36.00	408,026	39.75	622,550
Student Awards	20.00	172,175	18.00	286,308
Vice-President, Research Administration	12.02	118,820	—	—
Office of Research Administration	—	—	10.00	180,597
Vice-President, Research and Planning	—	—	9.00	251,850
Vice-President, Internal Affairs	—	—	12.68	382,615
Personnel Department	43.00	460,191	53.00	958,995
External Affairs	—	—	5.33	126,442
Alumni Affairs	11.00	150,652*	21.00	377,413
Development Office/Private Funding	13.36	315,822*	3.60	69,951
Department of Information	8.00	253,510*	12.00	319,902
Ombudsman	—	—	2.00	51,018
Sesquicentennial History Project	—	—	—	23,347
Vice-President, Non-Academic; Vice-President, Administration; Financial Analyst; Internal Auditor	19.50	294,070	—	—
Vice-President, Business Affairs	—	—	14.00	386,565
Comptroller	113.00	1,409,065	101.00	1,886,960
Director of Finance	—	—	7.00	182,244
Internal Audit	—	—	4.00	72,158
Purchasing Department	28.00	223,510	25.00	317,927
Business Information Systems	30.00	453,690	21.00	442,608
Director of Administrative Services	7.00	94,260	6.00	95,652
Post office	9.00	73,196*	9.00	104,462
	439.96	6,153,215	462.01	10,023,877

*Listed under "University and Student Services" in 1971-72

Total University expense budget	\$147,191,807	\$232,165,798
Total Operating expense budget (including Ancillary Enterprises)	\$119,488,428	\$193,377,641
Central Administration -		
Per cent of total budget	4.18%	4.32%
Per cent of operating budget	5.15%	5.18%

No evidence was uncovered to support either of these assumptions. On the contrary an analysis of the size of the central administration showed that the numbers have remained close to constant (Tables 5 and 6). This finding is surprising given the number of circumstances placing increased demands on the central administration. These include responding to the numerous initiatives of the Governing Council, coping with resource allocation when the resources of the University in real terms have been shrinking, reacting to a host of governmental enquiries and regulations, cooperating with provincial

developments through the Council of Ontario Universities, labour negotiations with unionized staff, etc. Under the circumstances it is remarkable that the central administration's share of the budget increased by only 0.03% over the five years during which the Governing Council has been in existence.

ACTIVIST BEHAVIOUR

The system has tolerated what might be described as activist behaviour on the part of its members. At both Council and its committees it has been relatively common practice for

Table 6 SENIOR CENTRAL ADMINISTRATIVE POSITIONS

	1971-72	1976-77
President*	1.00	1.00
Special Assistant to the President – Institutional Relations	—	1.00
Vice-President and Provost	1.00	.80
Vice-Provosts	.85	.69
		.80
		.45
Vice-President and Registrar	1.00	—
Vice-President, Health Sciences	1.00	—
Vice-President, Research Administration	1.00	—
Vice-President, Research & Planning	—	.67
Assistant Vice-President, Research and Planning	—	1.00
Vice-President, Non-Academic/ Business Affairs	1.00	1.00
Vice-President, Administration	1.00	—
Vice-President, Internal Affairs	—	.67
	7.85	8.08

*The President was on leave of absence in 1971-72.

members to introduce amendments to proposals, the effect of which is to undermine on the basis of personal bias the careful and often painstaking work which led to the proposal. An example cited was the handling of a proposal to establish a Master of Arts in Teaching, designed cooperatively by the Faculty of Education and departments in the Faculty of Arts and Science. The work within the Division required some eighteen months to complete before the proposal was approved by the School of Graduate Studies and reached the Subcommittee on Curriculum and Standards which then recommended its approval. Subsequently the Academic Affairs Committee chose not to accept the advice of its subcommittee. The Committee amended the admissions standards, arbitrarily substituting a position of its own, namely elimination of a requirement that students admitted must have a "minimum of one year of professional education for teaching or its equivalent." In addition, a motion was put to change the curriculum by adding a French language requirement. This motion was defeated as was another to change the graduate course requirements from four to five. This example illustrates well why critics express concern about the exercise of initiatives by the Council or its committees. Such actions are seen as capricious and mischievous. The resolutions are made by persons inadequately informed or with convictions which they are determined to impose on others. The example illustrates also the system's capacity for dealing with detail rather than broad university policy.

A second example of initiatives arising through the interests and actions of individual members was a

proposal to delegate "a significant amount of authority over financial and resource allocations within each academic division to the Councils of the divisions." This resolution was defeated at the Academic Affairs Committee after considerable discussion. The fact that the proposal was defeated is appreciated but is not reassuring. The feeling is widely held that the Governing Council and its Committees do not have the competence to deal with the wide variety of issues appearing regularly or unexpectedly on their agenda. When ill-considered or uninformed proposals are made, many members of the university community sense that the institution is sitting on a time-bomb, and that sooner or later a calamitous error will occur. Faculty members point to the debate concerning membership on tenure committees as an example of the danger. In this case students remained excluded from such committees in a close vote in the Governing Council, against the advice of the Academic Affairs Committee. Many observers believed that the impact on faculty confidence and behaviour of an affirmative decision to allow students on tenure committees would have been profound and severely damaging to the University.

ROLE OF PRINCIPALS, DEANS AND DIRECTORS

A frequent criticism was that since 1972 Principals, Deans and Directors have been excluded from effective participation in the University's governing structure. They hold no seats on Governing Council or its Committees by right. However, they can be appointed to Governing Council through the President's right to appoint two officers. Also they can be

coopted to Committees or Subcommittees of the Council. These routes to involvement can hardly be called inconsequential since as one correspondent observed, he had been able quickly to compile a list of some 40 instances when a Principal, Dean or Director had served. Nevertheless, the voice for this group of academic leaders is muted compared to its presence on the Senate for over half a century. These academic leaders find themselves attempting to pilot their Division's proposals through multiple layers of subcommittees and committees of the Governing Council. Many feel that at each stage they must reiterate their position to an audience of members, many if not most of whom they feel are not qualified to fully understand the matter at hand. They are allowed to speak at the discretion of the Committee and many find the experience, at least at times, inquisitorial if not hostile. Some complain that they are treated in ways which they find unbecoming and insulting, viewing the reception they are given as that of middle managers whose experience and judgement are of little consequence.

In addition to these problems, as noted by one writer, "there is another more collective sense of loss by this group, namely their perception of no longer having any influential role to play in the major policy decisions that affect the University as a whole. While some may hold quite exaggerated notions, induced by nostalgia, of such a collective role in the halcyon days of bicameralism, it remains true that under our form of unicameralism there is no forum comparable to that of the Senate, where deans and principals may play such a role."

LOSS OF INSTITUTIONAL MEMORY

The reasons for the decline of decanal authority, it was pointed out, are not limited to the structure of the governing system. Other diluting influences include the limited term appointments made mandatory by the "Haist Rules" and the constraints on Divisional autonomy of developments such as province-wide planning through the Council of Ontario Universities and its subsidiary bodies.

The "Haist Rules" shortened the terms of office for not only Principals, Deans and Directors but also for departmental chairmen. Appointments in the central administration (Provost, Vice Provosts, Vice Presidents, etc.) have customarily conformed to similar limitations in term in recent years. This has resulted in a loss of continuity in administration which has been manifest equally in the Governing Council. Terms of office of members are three years except in the case of students (one year). This means that close to half the membership may turn over each year. The result is loss of institutional memory. Matters not brought to a conclusion in one year (and there are many) tend to be looked at with fresh eyes in a subsequent year when the Council, the Committees, and the administration all have numerous new members. There is a tendency to wish to return to the beginning and repeat the work of a previous year. The policy on grading practices was approved by the Governing Council in June 1976. Problems during the next year with implementation resulted in submission by the Curriculum and Standards Subcommittee to Academic Affairs of a report entitled "Revised Grading Practice Policy (May, 1977)." At Academic Affairs, because some of its members were unfamiliar with what had transpired in previous years a notice of motion was approved to instruct Curriculum and

Standards to undertake a complete review of the Grading Practice Policy. The intention was to defer action on the Revised Policy until the review was complete. Governing Council ultimately asked Academic Affairs to undertake the review, meanwhile approving *pro tem* the Revised Policy. Thus this topic is once again occupying the attention of Governing Council and the Divisions with a third report expected in June, 1978.

NUMBERS

The views of Faculty as expressed by the University of Toronto Faculty Association and the views of Students as expressed by the Students' Administrative Council and other student organizations are opposed in respect of two issues which in fact can be seen as two aspects of a single issue.

The students have continued to argue, as they have for some eight years, "that the number of student representatives on the Governing Council and the Executive Committee (should) be raised to 1) establish equal representation between faculty and students; 2) lighten the workload on student members; 3) allow for representation from constituencies that the present numbers make impossible." The Student Brief reiterates a position first articulated in the 1960s: "Students must have a significant voice in the formulation of policies. In this case, 'significant representation' means parity in numbers with the other major constituency in the university community, the faculty."

The Student Brief (representing the official position of the Students' Administrative Council, the Graduate Students' Union and the Association of Part-Time Undergraduate Students) devotes 12 of its 15 pages to this issue. Most of the text is directed at refuting Faculty arguments against parity (centred around the transience of student populations and their lack of competence around academic issues). The arguments in favour of parity *per se* are not made clear beyond relying on the statement used by the Commission on University Government for accepting parity, namely that "Numbers . . . have a psychological value in group interaction through discussion. For this reason (italics added) we have accepted parity in the representatives of students and teaching staff." A brief from the Engineering Society is, however, explicit about the advantages of increased student numbers (although not an argument for parity). The advantages cited are 1) lighter workloads for student governors, 2) representation from both Scarborough and Erindale, and 3) increased acceptance of Governing Council decisions as a result of students being satisfied that their input was more than token.

ACADEMIC GOVERNANCE

The opposing argument set forth in the briefs of the University of Toronto Faculty Association is not addressed to the question of numbers but to the requirements of credible academic governance. A preliminary brief from the Association recalls the criticism of the old Board of Governors and the Senate embodied in the phrase "double innocence," referring to the fact that the Board made financial decisions innocent of the academic implications and the Senate made academic decisions innocent of the financial cost. Given the centrality of this concern during the late sixties, the following section of the brief, appearing a mere five years after the introduction of the new governing structure under the Act of 1971, is remarkable and deserves the sober consideration of any future generations

bent on sweeping reforms. The brief observes that "the record of the old Board and Senate is not necessarily as bad as it was viewed by the University-Wide Committee. For 66 years, 1906-1972, the old system governed the University through two world Wars, a major depression and a period of rapid expansion and in doing so, raised the prestige of the University in the academic world very markedly indeed, and increased its influence for good in the Canadian way of life very significantly. It is probably true, though, that the very complex behemoth which the old Board and Senate created over its period of rule, may well require a structure for governance which is not identical to that which created it, but, in our opinion, the effective structure necessary is not as radically different from the old as the present structure is.

"Central to the 'old' system was the Senate, responsible for all academic matters. Technically, under the old Act, all decisions of the Senate were required to be confirmed by the Board, but we are not aware of a single case in the 66-year history of the 'old' system where the Board refused its ratification of a Senate decision."⁴

One can only wonder in the face of this statement whether in fact the channels of communication between Board and Senate must not have been more open than implied by acceptance of the theory of double innocence.⁴

The brief from the Faculty Association continues: "The Senate appeared to reign supreme in academic affairs. It commanded respect, it had prestige, and it was an honour to be appointed to it. The Academic Affairs Committee of the Governing Council has nearly all the responsibilities of the Senate, but none of its prestige or authority. It is simply a committee of the Governing Council and its decisions are perceived simply as recommendations requiring ratification by the Council. It is true that some matters have been effectively given to the decision of the Academic Affairs Committee since the decisions on them are simply reported for information to the Council, but nonetheless the image of the Academic Affairs Committee in the University generally is that of yet another committee.

"We know of no major university in the Western tradition where it is not the faculty to whom is entrusted the leadership and power of decision in academic affairs. They after all have been appointed because of their expertise and have a continuing commitment to the University often extending over a lifetime. Consequently we call upon the University of Toronto to return to this tradition. We recognize the value of some student and alumni representation and accept the principle that they should be represented. But it should be clear that the faculty alone possess detailed knowledge of academic subject matter, of the prior preparation necessary for students to master it, of the sequence in which it is best taken, of the complementary studies which should be engaged upon, and of the necessary rules for regulating courses of study, to ensure that the academic standards of this University are those which will be a source of pride and attract to it the best students."

⁴ An attraction of the unicameral approach which perhaps carried more weight with President Bissell was, in his words, "The acceptance (perhaps reluctantly) that the model for the modern university is more political than corporate. This means (a) a representative, elected final body, and (b) the necessity for the president to create within this body a central majority drawn from all parts of the university."

MISCELLANEOUS

In addition to the above criticisms all of which represented recurrent themes in the briefs and hearings, the following criticisms and suggestions were made reflecting in most cases either special interests, operational matters or details.

1 "The University of Toronto Act accords to University College a central and unique place in the University; to the exclusion of all other parts of the University it yokes University College with the University of Toronto, and yokes it not as subordinate but as equal. The responsibility of the Governing Council to pursue the interests of University College is spelled out in the Act quite explicitly. There is regrettably little evidence that the Governing Council or its executive arm, the central administration of the University, has since 1971 recognized much less fulfilled the responsibility. A body within the structure of Governing Council should be established to be responsible for the affairs of University College."⁵

2 The concerns of small Divisions tend to be neglected.

3 Representation from the administrative staff on Governing Council is too small in relation to the workload.

4 Librarians should be recognized as an electoral constituency and given one seat on Governing Council because they are members of UTFA and therefore logically should not be part of the administrative staff constituency. They should also have seats on Academic Affairs and Planning & Resources.

5 Provincial government appointees to the Governing Council should be more broadly representative of the taxpayers of Ontario.

6 The Governing Council should create more thorough budget guidelines for the divisional submissions as well as for the Budget Committee.

7 The budget process should be more open.

8 The meetings of the Executive Committee should be open.

9 More members from all estates should be coopted on to Committees.

10 The External Affairs Committee should be eliminated or merged with Internal Affairs.

11 External Affairs should not be eliminated but should be responsible for the external ramifications of all policies.

12 The Executive Committee should play a more discretionary role in deciding which items should go before Governing Council.

13 Business Affairs should delegate more matters of detail.

14 A policy manual should be prepared and distributed to all members of Governing Council and its Committees.

15 There is no effective interaction between the Council and the academic divisions *per se*.

16 Academic leaders are reluctant to stand for election.

17 More effective delegation to Committees and Subcommittees is needed.

18 Academic Affairs should meet occasionally with Principals, Deans and Directors.

19 Improvement is needed in communicating to the University community what Governing Council is doing.

20 Identify the University as a multi-campus institution in the text of the University of Toronto Act.

21 The Governing Council reflects too much the concerns of the Faculty of Arts and Science.

22 All elected positions in which less than 50% of the electorate vote should remain unfilled.

⁵ Brief from the Principal of University College.

23 Consider a smaller size for the Governing Council.

24 The President has lost the freedom of action to lead and to plan. The President's term of office should be 7 to 10 years.

Grading Practice – A Case Study

The journey through the Governing Council and its Committees of an investigation of grading practices in the University provides a case history which illustrates many of the major difficulties with the system as summarized above. For this reason an account of this painful history is instructive. The story began innocently on June 5, 1973, when the Academic Affairs Committee received a letter from the Principal of Scarborough College drawing attention to a number of anomalies in the distribution of marks at Scarborough which reflected badly on the equity of the grading system. Scarborough, on the directive of the Principal, was setting out to correct the situation. Academic Affairs forwarded the letter to the Curriculum & Standards Subcommittee for consideration expressing its view that closer examination of grading practice throughout the University was desirable. This directive is worth noting since it did not call for the development of recommendations, guidelines or regulations. Indeed at the meeting of Curriculum & Standards where the subject first appeared (November 21, 1973) members expressed doubt that uniformity or consistency could be expected through the University.

The Subcommittee proceeded with its "closer examination" by turning its attention to the records of the Faculty of Arts & Science. It was agreed at the third meeting on this subject (January 9, 1974) that the objective of the Subcommittee would be "to obtain a factual picture of grading practices throughout the University, not to establish a policy on what is acceptable." Again at the following meeting the Subcommittee "agreed that a legislative approach to standardize grading practices would prove unacceptable to the University, and that guidelines emanating from the Subcommittee were not foreseeable." In the light of subsequent events the Subcommittee's forecasting ability must be judged as unimpressive.

At this point the Subcommittee decided to carry out the investigation through its own membership, developing a set of questions and addressing them to the Divisions. By April 3, 1974 the decision was made to address an approved set of questions to all the Divisions. In September (a new academic year) while still considering responses to the questions, the Subcommittee was informed by its chairman that the purpose of the examination was "possibly to make policy recommendations" although there was "no intention to develop uniform guidelines or standards." However, at its next meeting (October 2, 1974) the Subcommittee for the first time contemplated and agreed to the development of guidelines related to detailed calendar descriptions of the meaning of grades in the Divisions. Later that month (October 16) a second request was made of the Divisions, i.e. that they submit definitions of their criteria of grades to the Subcommittee before publishing them in the calendar. This was the first indication that such statements would be subject to centralized scrutiny and approval. In addition, the Subcommittee decided to establish three working groups to consider in detail the various sections of the

inquiry addressed to the Divisions and the Divisional responses. At this time a third enquiry was addressed to those Divisions having difficulty collating marks for graduation.

Consideration of the reports of the working groups began on October 30, 1974, and at this point recommendations began to appear in the form of proposed directives to the Divisions. The level of detail of some of these recommendations is illustrated by the following proposed amendment to one of them calling for "a deadline for making course marking schemes known to students, such date to be prior to the deadline for changing classes, and also the marking scheme not to be altered after the deadline for withdrawal from courses, unless there is unanimous agreement of students enrolled in the class." Along with the recommendations a proposed model marking scheme was circulated. At the next meeting it was suggested that grading distribution review procedures be made mandatory.

Detailed consideration of recommendations continued until February 19, 1975, at which time a fourth request to the Divisions was circulated inviting responses to the proposed recommendations.

Twenty-six recommendations were included in the Report. The responses of the Divisions raised a number of objections including a challenge to the concept of uniformity in grading practices. The Subcommittee after reviewing the responses was requested by the Chairman to consider whether the recommendations should be seen as regulations or guidelines.

On May 28, 1975, two years after the process began, the Subcommittee recommended to Academic Affairs that the Grading Policy Report be approved. On September 4, 1975, Academic Affairs having received the Report decided that the Divisions should be approached once again (the fifth time) for their comments on the Report. Some members observed that it was their view that the academic divisions should be given as much freedom as possible. The Chairman stated that the purpose was to ensure that students were evaluated fairly by standards which were constant. The Chairman asked the Committee whether the recommendations should be in the form of guidelines or regulations, and the Committee for its part began examining and amending the recommendations in detail.

This process continued over thirteen meetings of Academic Affairs between September 11, 1975 and May 27, 1976. During the procedure the Chairman emphasized repeatedly that straw votes being taken on each recommendation were not final and that the detailed review would be followed by a final consideration of all the recommendations. The repetitive review resulted in interesting changes. On December 11, 1975, the Committee voted to record student grades in the form of letter grades; on March 25, 1976, the vote decided that each course should be recorded in percentage form. The extent of repetition and division can be illustrated from the Minutes of the meeting of April 22, 1976, "The Chairman pointed out that Recommendation 5 had been discussed at several meetings and proposed that a vote be taken on it with the understanding that a final vote would be taken on the complete package, after all recommendations had been discussed."

On May 6, 1976, shortly before finally approving a set of recommendations, the Chairman noted the difficulty of establishing regulations which would fit all academic divisions. A member countered with a proposal to give the guidelines greater force and require that any departure be reported to Academic Affairs for approval.

Governing Council approved the document in June, 1976. At that stage the subject had been dealt with at 18 meetings of Curriculum & Standards and 14 meetings of Academic Affairs, a total of thirty-two meetings. Given this long history one might be justified in hoping that the matter was now closed but this was not the case.

In January, 1977, the issue was back on the agenda of Curriculum & Standards in the first of a series of meetings dealing with requests for exemptions. These came from Education, Dentistry, Applied Science & Engineering, Food Sciences, Scarborough College, Music, Graduate Studies, Pharmacy, Arts and Science, Nursing, Law, and Physical and Health Education. An additional 8 meetings were involved in responding to the appeals. The Subcommittee, not surprisingly, began to have doubts about the Policy during this period. Without awaiting a directive it began the production of a Revised Grading Practices Policy which it duly submitted to Academic Affairs on May 27, 1977.

The revision was not accepted by Academic Affairs. Instead, Academic Affairs (many of its members unfamiliar with the long history) wished to retain the policy while the Subcommittee on Curriculum & Standards undertook a complete review. The Governing Council, made aware of the fact that the existing policy was unworkable and could not be implemented accepted the Revised Policy temporarily but asked Academic Affairs for a complete review to be completed by June, 1978.

At this point in time (December 1977) four and a half years have passed since the question of grading practice appeared on the agenda almost accidentally. The University has spent a truly monstrous amount of time on the subject and has found it necessary to go back to the beginning, review the entire policy and again consult with the university community.

What defects are illustrated by this woeful story? They are numerous and cover almost every major criticism of the system. The Governing Council did not limit itself and its Committees to broad university policy. The Committees dealt with detail and implementation. The policy issue required only that the Divisions demonstrate to Governing Council that their grading practices were fair and equitable and that the Divisional systems could be communicated to other Divisions and externally without prejudice to the students' prospects. The Governing Council in the end tried to dictate how these policies were to be implemented. The Governing Council and its Committees were never clear on what they were attempting to do. The process began as a "fishing expedition" simply asking what was occurring in relation to grading. The view that recommendations, guidelines or regulations would be appropriate was repeatedly rejected in the early years. Yet without a decision ever being made that regulations were desirable or intended the whole set of recommendations was introduced ultimately as regulations. At no point in the entire process was a decision taken that uniformity was

desirable; yet the result was legislated monolithic uniformity. Concurrently it was assumed that the invention of ways to overcome the perceived weaknesses in grading practice was the responsibility of the Subcommittee on Curriculum & Standards. The assumption led to further centralization. It also reinforced the activist role of the Governing Council's Committees. They saw a problem and concluded, not that the Divisions must solve it, but that the Governing Council must solve it.

The case illustrates well the tendency to duplicate. After Curriculum & Standards met 18 times to develop a policy, Academic Affairs met 14 times to repeat the exercise. The matter was then returned to Curriculum & Standards for 8 more meetings to consider requests for exemptions. That the resultant work load was enormous and the system cumbersome and costly needs no elaboration. The response of Academic Affairs to the Revised Policy proposed by Curriculum & Standards illustrates the loss of institutional memory in regard to a subject constantly on the agenda for over 4 years. Finally, the lack of an effective voice for Principals, Deans and Directors is illustrated by the case. While individual Deans were heavily involved in repeated responses to questions about their practices they never had a chance to offer collective advice on the fundamental questions: Is there a problem? How should it be handled? It seems self-evident that their advice could have prevented a costly and damaging experience, the principle product of which has been erosion of confidence in the ability of Governing Council to meet the needs of the University.

IV Proposals

General Objectives of the University

The terms of reference for this study call for an examination of the effectiveness of the Governing Council system in meeting the needs of the University. What are those needs? They must be simply, to facilitate the achievement of the University's objectives. Fortunately, the Governing Council taking advantage of its capacity to speak for all estates formulated a statement of the General Objectives of the University of Toronto (Appendix B).

This document, adopted by the Governing Council in 1973, was designed to provide a framework within which the various divisions of the University can work to formulate their own objectives. It is remarkable that the consensus achieved in this document was reached a mere three years after the Commission on the Government of the University of Toronto had struggled to find a way of reconciling two widely divergent views of the University and its purposes. The solution offered by the Commission was the unicameral system which the Commission believed, "would make it possible for students, staff and administration to work in harmony within a single community." What the Commission faced and what it sought were expressed succinctly in these words. . . . the university, responding to a whole complex of intellectual, social, economic, and historic forces, has moved in the direction of the fragmented multiversity. We have tried to explain the tensions that faced the Commission in its work, to stress the dangers involved in failure to ease those tensions, and to enunciate the principles we have felt it necessary to follow in working towards an amicable *modus vivendi*. We want a community, a

substantially self-governing and self-adaptive institution, that is open and accessible to all its members, a structure responsive to the aspirations and policies of the whole university population. Again, the word 'democracy' perturbs some, but it seems to us the best word to represent our goal: a university community that guarantees the rights of its members. . . .⁶

The two polar views of the University seen by the Commission as responsible for the division within the institution are described in the Commission's report. Briefly, in the traditional view the modern university was seen as a natural evolutionary extension of the historical university. Those who held this view saw the university "defined by its academic rather than its social role; its organization and structure are dictated by the needs of academic disciplines, not by social or political considerations." "As a group of people, the university is a community of scholars; as an organized activity it is dedicated to the preservation, transmission and advancement of knowledge."

In the alternative radical view it was argued that the University of Toronto "never was an ivory tower nor is it now a community of scholars: today it is a multiversity, a conglomeration of faculties, institutes, research centres and professional schools – all serving a particular social and economic purpose in the life of the province and the country . . . The university is based on a series of anti-communitarian principles. It has become a market institution, a *laissez-faire*, mass production knowledge factory. Within it there is no equality of rights, or responsibilities, certainly no social equality, and very little genuinely critical education." Given that the radical view rejected this model as a satisfactory expression of the purpose of the university it was argued that "the problem is to establish a genuinely critical university, a university that would, as a community, combat the tremendous homogenizing and managerial tendencies that develop in the technocratic university. Alienation and distrust amongst students and faculty are clearly not going to disappear overnight; the university is only part of society, a partial environment. But the objective of the radical persists – the creation of a humane cooperative community in a democratic society."

The accomplishment of the Commission in illuminating new directions for the University of Toronto was that it did not itself attempt to resolve the dilemma of purpose but proposed a governing structure which it believed could search out and distill from the wide range of viewpoints a position on the objectives of the University of Toronto which would represent a workable and credible consensus. The statement of General Objectives of the University of Toronto expresses that consensus and provides convincing evidence that the vision of the Commission of a governing structure recognizing and respecting the views of all estates within the University did offer a constructive means of reuniting a house divided.

The importance of the statement of objectives is that it provides a landmark against which to assess the effectiveness of the Governing Council system. In the light of the polarization of the late sixties the statement represents a considerable achievement. Although it acknowledges some of the concerns of the radical view its major theme fits more closely

the traditional model. While the statement should be read in its entirety, its flavour is exemplified in the following quotations:

"A University is a community of individuals who have come together for the pursuit and dissemination of knowledge."

"A University has a responsibility to integrate its activities into the total social system and to respond to the longer term needs of society."

"The size and scope of the faculties of the University of Toronto and its many years of academic experience place a special emphasis on the importance of striving to achieve a high standard of academic excellence in everything it undertakes."

"The concentration of resources and facilities that the size of the University implies imposes special obligations for the preservation, development, integration and application of knowledge within the province."

"The University (must) be a community responsive to the life, opportunities and problems of the city."

"A positive approach . . . can be accommodated only by an extraordinarily diverse community, a community at the same time flexible enough to respond to the changing requirements of the societies of which it is a part."

"The University of Toronto will establish and maintain in all of its activities the highest standards of scholarly and instructional excellence."

"The University of Toronto will continue to develop an internal structure that will realize a diverse, flexible and decentralized academic physical and social environment."

The specific listed functions of the University are all academic – learning and teaching, expansion, integration, application and preservation of knowledge.

The fundamental purpose of this review is to advise on how the Governing Council system can best facilitate the achievement of these objectives.

The Role of the Governing Council

The academic enterprise can thrive and aspire to the high purposes of the Statement of General Objectives if its components are released from what many see as patronizing central control. They need the freedom that comes with responsibility. They need the recognition of their own maturity in a University carrying the patina of 150 years of history. In short the Divisions need much more autonomy in order to stimulate the ingenuity and creativity essential to progress in difficult times. The skill, knowledge and expertise of those directly involved in teaching and learning can be harnessed more effectively than it has been to assist the University in achieving its goals of excellence, diversity and decentralization.

Unfortunately the events of the past few years have shifted the University in a direction opposite to that intended. The University has experienced more and more centralization, less diversity, decreased freedom for Divisional initiative and, in the eyes of many faculty and students, a loss of quality which could have been partly avoided.⁷

⁷ Although the actions of the Governing Council have themselves demonstrated centralizing tendencies, other forces at work have compounded the problem. Examples include requirements by the Ontario Council on University Affairs and government, for increased planning accountability, interactions with government, in respect of fees and faculty citizenship, requirements of OSAP, externally imposed methods of counting enrolments, external regulation of the treatment of laboratory animals, collective bargaining arrangements, conformity with the Statutory Powers Procedures Act, Human Rights legislation. Many of these pressures for centralization are inescapable. They serve to increase the burden on the Governing Council to decentralize deliberately as much as possible in relation to academic decisions.

A major difficulty has been the Governing Council's perception of its role. The members have functioned within an Act which through its wording has encouraged an activist posture: "The government, management and control . . . are vested in the Governing Council." The Governing Council members have been encouraged to manage though this admonition is inconsistent with the designation of the President as "the chief executive officer . . . who shall have general supervision over and direction of the academic work of the University and the teaching and administrative staffs thereof." As one observer wrote: "The Governing Council rests on a political philosophy derived from analogy to a democratic state wherein decisions are reached by majority vote of an elected assembly composed of representatives of various estates each with its separate notion of the prime purpose it should serve . . . the faculty is interested in teaching and in academic standards. The Governing Council and its committees are interested in governing the University. When I say this I am not making a value judgement against the Governing Council; it has its ideals but they are legalistic and legislative ideals of justice and equality whereas the Faculty (and its faculty) is informed by ideals of high academic endeavour."

Many members of the Governing Council (especially faculty and students) have found themselves exercising unaccustomed powers and they have been driven by a wish to make their mark. They have been seized of their responsibilities and have felt an obligation to perform. They have feared a passive role and the charge of being a "rubber stamp." What has been needed is awareness, not only that others (students, faculty and support staff on the firing line) are often in a better position to judge appropriate courses of action than Governing Council members removed from the scene, but a recognition that a "rubber stamp" on a good local policy represents good government. The strength of the Governing Council is that it can offer unequalled breadth in applying its collective judgement to assessing the merit of proposals brought before it. The key word is judgement rather than action. The Governing Council should sit in judgement on the proposals emanating from the University community rather than itself generating those proposals. The Governing Council should be a judicial body rather than a managing body. Its concern should be that the University and its parts are managed well but not that the Governing Council should do the managing.⁸

I therefore recommend that:

1 The Governing Council exercise its powers through judicial and monitatorial functions.

2 The Governing Council act only on matters of broad University policy and only on the advice of the President (except when the Governing Council is reviewing the stewardship of the President).

3 The Executive Committee be responsible for advising the Governing Council as to which matters require a decision of the Governing Council and which matters are reported for information.

4 Action by the Governing Council and its Committees be limited to approval, rejection or referral back of proposals brought to them for action.

⁸ Some of the recommendations which follow will require amendments to the University of Toronto Act. This subject is considered in a later chapter.

5 The Governing Council express its concern about matters on which it wants information or advice by requesting the President to provide it.

These recommendations, while leaving the structure intact and in no way diminishing the authority of the Governing Council, will create a very different set of practices and will require different attitudes concerning the role of the Governing Council and of the President. Adoption of recommendation #1 will quickly convert the Governing Council from an active body developing directives to the University to a reactive responsive body assessing the merit, wisdom and feasibility of proposals brought before it. The monitorial function will ensure that the Governing Council remains informed about performance and alert to developing needs and changing circumstances.

Recommendation #2 deals with two important questions: What should the Governing Council deal with in its judicial capacity? Where should it get its advice? The answer to the first question is that the Governing Council itself should deal only with matters of broad university policy. That objective is more easily stated than achieved. The difficulty is that it is not possible to offer a working definition of "broad University policy" which will cover the wide range of situations with which the University must deal. Some suggestions may be helpful but in the last analysis a judgement must be made about which matters require a decision by the Governing Council. Over the past five years it is understandable that the newly established, inexperienced Council lacking precedents and tradition has tended to err on the side of too much rather than too little legislation.

As no more than an aid to defining broad University policy, I suggest that matters falling into the following categories could be classified as matters of broad University policy.

Policies affecting the academic program of the whole university.

e.g.⁹ The statement of general objectives,

Faculty of Arts and Science proposal for English language test requirements,

Statement of expansion limits, Academic Code of Behaviour, University of Toronto Library

Statement of Objectives, Protection of freedom of speech,

Establishment of Ombudsman, University of Toronto campus plans

Establishment or discontinuation of a Division.

e.g. Phase out of Faculty of Food Sciences and regrouping of resources,

Phase out of School of Hygiene, Establishment of Division of Community Health and

regrouping of resources, Establishment of Woodsworth College,

Establishment of Graduate Centre for Religious Studies

Reorganization of a Division or group of Divisions, according to new principles.

e.g. Merger of four athletic units into one Department of Athletics and Recreation,

Memorandum of Understanding relating to the role of the Colleges in the Faculty of Arts and Science

⁹ The examples in each case are taken from the history of actions by the Governing Council over the past five years.

⁶ Toward Community in University Government, University of Toronto Press, 1970.

Statements of Divisional Plans and Objectives
e.g. Plans and objectives for Faculty of Law, Library Science, School of Physical and Health Education

Policies for governance of the University and its Divisions
e.g. Organizational matters establishing by-laws, committees, procedures Divisional Constitutions, College of Electors

Policies affecting income and expenditures
e.g. Statement on tuition fees, Course load for Faculty of Arts and Science, Admission of Senior Citizens, waiving fee requirements, Student visa fee policy, University Safety Policy, Investment Policy, Budget, Capital expenditures – University College – Dental Building – Scarborough College

This suggested classification excludes from Governing Council action a number of issues which in fact have been the subject of Governing Council action in the past. It also leaves a considerable number of issues which may or may not represent matters of broad university policy depending on such questions as political sensitivity (transitional year programme), financial consequences (various graduate degrees, New College Library Collection). A means of making the judgements as to whether Governing Council action is required is proposed in Recommendation #3. Currently the Executive Committee sets the agenda for Governing Council. Recommendation #3 expands this duty to provide advice as to whether agenda items should be received for information or require a decision of Governing Council as matters of broad University policy.

In carrying out this responsibility the expectation of the Governing Council should be that the Executive Committee will seek to limit items brought to the Governing Council for action to those which will tend to shape the University's future. The Executive Committee for its part will need to be sensitive to the views on this subject of the Governing Council which are likely to fluctuate from year to year. The Executive Committee will need to be sensitive also to potential controversy and the benefit to the University which may accrue from final debate and decision taking place at Governing Council.

A basic question which both the President and The Executive Committee should ask in considering the need to establish university-wide policy is whether it is necessary. What in fact is the reason for seeking to establish a uniform policy? This question has not always been asked in the past. Documentation of the long history of the grading practice issue at no point shows cause why a uniform policy should be applied. On the contrary the record of the early years questions the wisdom of such centralization. In the end the policy was introduced without ever asking "Why?" In the interests of the stated goals of diversity and decentralization the question should be asked routinely. The bias should be against uniform policies unless cause can be shown as to why they are needed. The question is important not only to the Executive Committee and the President in offering advice but to the Governing Council itself in deciding whether to act.

Recommendation #2 calls for the Governing Council to act on advice brought to it by the President. Given that the Governing Council deals with broad University policy, it should be understood that as chief executive officer responsible for supervision and direction of the academic work of the University, the President must advise the Governing Council. Whether recommendations arise originally within Divisions or through some central review process, the President must judge their implications for the University as a whole and must advise the Governing Council on the basis of their relevance to the University's stated goals of academic excellence and institutional diversity. This role for the President is not new. Traditionally such leadership has been expected of the President and the arrangement has served the University well. The President has been chosen always on the basis of his knowledge of the University enterprise, his experience and reputation, and his leadership qualities. While these qualifications are shared with others in the University, the President alone is best positioned to look at each issue from the standpoint of the interests of the entire University and the community it serves. Others carry responsibility for parts of the institution; his responsibility embraces the whole.

Though the President's advice should be sought, the President must take care to ensure that the Governing Council is not screened from controversy or the existence of solutions alternative to those carrying the President's support. It is incumbent on the President to ensure that issues are understood by Governing Council in their entirety whatever his own advice may be. The preparation of satisfactory reports to Governing Council requires competent staff work and the use of committees or task forces whose composition has been selected or elected in such a way as to encourage confidence in their capability and credibility.¹⁰

The proposal that the Governing Council respond to advice from the President in no way implies that the President will formulate this advice in isolation. On the contrary, the President must ensure that the entire resources of the University are used as skillfully as possible in generating advice. Many of the recommendations will originate in the Divisions as explained below. Many on the other hand will involve the whole or a large part of the University. The President will make use of presidential committees or task forces to examine issues and develop advice. Such committees or task forces will require compositions reflecting both the necessary expertise and the breadth of viewpoint and interests to ensure that the advice is informed and credible. They may be entirely or partly appointed or elected bodies depending on the President's judgement about the need in each case. In addition, the President will require the advice and assistance of the various central officers (the Provost, Vice Presidents, etc.) and will wish to consult as widely as the circumstances require. He may need the views of Divisions, of Student organizations, of Principals, Deans and Directors, of the alumni, etc., depending on the nature of the issue.

¹⁰ Though such Committees or Task Forces would be established under the aegis of the President and would not be instruments of the Governing Council, some members might be drawn from Governing Council.

The concept is one in which advice and assistance is solicited from as broad, diverse and expert a base as necessary, and is then funnelled through the President to a Governing Council that sits in judgement.

Recommendation #4 implements the judicial role for the Governing Council. It limits action by the Governing Council to approval, rejection or referral back. Thus it would mean for both the Governing Council and its Committees discontinuation of the practice of developing their own solutions which are introduced as resolutions or amendments to resolutions. This practice, perhaps more than any other, has shaken confidence in the competence of the system. As noted earlier motions which are ill-considered or mischievous have generally succumbed to the better judgement of Council but the fact that they are introduced creates anxiety and is neither necessary nor helpful.

Beyond that objection, permitting such activities creates ambiguity of purpose for Governing Council members. If they are to introduce motions or if Governing Council's Committees are to develop positions the members engaged in such activity must become advocates: their position is declared and they will seek to defend it. But as members of Governing Council, trustees for the public interest and final arbiters, they must dispassionately and objectively judge the merit or proposals before them. They cannot serve readily as both advocate and judge.

Limiting the options for action, however, in no way limits the opportunity for thorough debate. Members must feel free to speak for or against proposals, raise objections, ask questions until they are satisfied. If Governing Council is in doubt the matter should be referred back for reconsideration in the light of Governing Council's comments. Thus Governing Council will be protected from the risks of legislating on its own initiative and making errors because of failure to understand entirely some proposal which has been developed carefully within a Division. At the same time, careless work by a Division, or sloppy staff work, or failure to consider some important implication of a proposal will result in its being referred back.

Recommendation #5 provides a means for Governing Council to exercise initiative while confining itself to a judicial and monitorial role. Governing Council must be in a position to judge what is important and to see that Council is properly informed and advised. The responsibility of the President is to ensure that the information is provided and that policy advice, if needed, is developed and offered.

The above five recommendations taken together provide a response to several of the major problems in the current operation of the Governing Council. The active role and the tendency to involve itself in minor issues, operational matters, and implementation will be replaced by a reactive role. Capricious initiatives which sometimes have manifested impulse, prejudice or incomplete understanding will be eliminated from the Governing Council. This change will relieve the anxiety felt by many that the Governing Council is vulnerable to serious error. The situation will in fact be reversed. The Governing Council will be in a position to watch critically for prejudice, self-interest or limited comprehension in the matters brought to it for either action or information. The Governing Council can become the seat of community wisdom and stability which the University needs.

The heavy work load of the Governing Council which limits the attention it can give to matters of broad University policy will be dramatically relieved. The work will be done and the documentation prepared before matters reach the Governing Council or its Committees. If the work is faulty or incomplete it will be referred back. Success at the level of the Governing Council will depend on the quality of the preparatory work and presentations made to Governing Council on behalf of Divisions or Presidential Task Forces. The criticism of the Governing Council on grounds of incompetence to generate good policy because of lack of intimate knowledge and expertise will disappear because the generation of policy proposals will be assigned to groups having the necessary qualification.

Devolution

Coupled with the conversion of the Governing Council's role to that of judge and monitor must be a devolution of decision-making authority to the Divisions of the University. This step is essential to accomplish the stated objective of developing "an internal structure that will realize a diverse flexible and decentralized academic, physical and social environment."¹¹ I therefore recommend that:

6 The Divisions of the University be responsible for policy, management and planning of their own affairs subject to:

- a consistency with the University's objectives,
- b all broad general guidelines established by the Governing Council,
- c consultation with and agreement of other Divisions affected by proposals,
- d prior approval by the Executive Committee or the Governing Council if resources or costs will be significantly affected,

but that all new policies, practices and plans shall be reported to the President or his delegate before they are implemented and the President shall decide which matters shall await acknowledgement or approval by the Governing Council.

The effect of this recommendation will be two-fold. It will place an onus on the Governing Council to develop appropriate broad guidelines as a framework within which the Divisions can work and it will decentralize the responsibility for developing academic policies and managing their own affairs to the Divisions themselves. The Statement of General Objectives offers one over-arching Governing Council guideline. The current list of planning recommendations (prepared by the Planning and Priorities Subcommittee) if accepted by Governing Council, offers additional guidelines. Other examples include annual budgetary guidelines (which ought to maximize the opportunity for internal Divisional tradeoffs while, for example, limiting the opportunity to make long term commitments). The Governing Council may approve general guidelines on expansion, or admissions policy, or appointments and promotions, or redundancy, or the composition of Faculty Councils. All of these and others belong within the rubric of broad University policy. Such guidelines to be consistent with the objective of decentralization and

¹¹ Statement of General Objectives of the University of Toronto, 1973.

diversity must be in the form of principles which lend themselves to implementation in a variety of ways. The danger lies in spelling out detailed and smothering regulations and in requiring Governing Council approval for matters which can be settled within the Divisions.

The effect of the recommendation can be illustrated by reference to Table 7 which lists all the approvals by the Academic Affairs Committee for the first five years. The vast majority of these matters originated in the Divisions. According to the proposed recommendation many would be settled at the Divisional level. The President (with advice) would judge which could be implemented without acknowledgement or approval by the Governing Council. Little purpose would be served in reporting such decisions as, for example, changes in name of various departments; lists of third signatures for diploma certificates; a decision that the recorder be recognized as a major performing medium in all undergraduate programmes in the Faculty of Music; rewording of admission requirements in the Faculty of Music; naming of a Search Committee for an Innis College Principal; change in title of Diploma in Speech Pathology and Audiology.

The Executive Committee, according to Recommendation #3 would advise the Governing Council which items brought forward by the President represented broad University policy and required action by the Governing Council. A selection of those which would probably require action is asterisked. They are a minority. The remainder, a majority, would be reported into the Governing Council system for information. The authority for the actual decision however would rest with the Divisions. This would represent an important shift in the direction of decentralization and diversity which would vitalize the governance of the Divisions and place on them the burden of responsibility.

The Governing Council for its part, if the recommendation is implemented, will acquire new skills in monitoring. It will have to assure itself through broad guidelines that the Divisions are appropriately structured to be able to govern themselves wisely and in accordance with the University's stated objectives.¹²

The Governing Council will exercise the power of disapproval or referral back when Divisional actions are found to be inconsistent with Governing Council policy; but the benefit of the doubt, where doubt exists, should leave the decision to the Faculty. The questions for the Governing Council will be: "Is this Faculty governing itself well? If not, what action is required to ensure that it becomes capable of self-government?" On the latter point the Governing Council will turn to the President for advice. The President could order an investigation, the results of which might result in advice to change the Constitution of the Faculty, or to replace the Dean, or to appoint some new departmental chairmen, or to restructure the Faculty, or in extremity, to place the Faculty under trusteeship

¹² Approval of the governing structure of Divisions should precede delegation of power to them. Many Divisions are fully capable of responsible self-government and have obtained approval of their Constitution by the Governing Council. The governance of the largest Division, the Faculty of Arts & Science, fell into disarray during the confrontations of the late sixties. The onus, within the framework of Governing Council's broad guidelines (yet to be established) lies with the Faculty to present a workable Constitution.

temporarily. The temptation for the Governing Council, if it lacks confidence in a Division, will be to govern the Division itself. This would be self-defeating and would gradually move the system towards more and more centralization.

The Committee Structure

Given the new role for the Governing Council, the Committee structure can and should be modified. The present Committee structure is cumbersome and slow and plagued with duplication. Repetitious reviews from different points of view (academic, financial, business, etc.) and heavy workloads probing deeply into the affairs of the Divisions have been characteristic.

Perhaps most striking is the fact that the Governing Council, having been established on a unicameral principle proceeded by establishing its two major committees, Academic Affairs, and Planning & Resources on the bicameral principle. Academic matters are considered by the former Committee without a basis for judging resource consequences. Resource planning theoretically takes place without assessing the academic consequences. In fact, neither Committee is oblivious to matters jurisdictionally the responsibility of the other but the system is clumsy and frustrating. The overlap and interrelationships of the two committees caused jurisdictional battles in the early years and remains troublesome in 1977.

The features of a reformulated role for the Governing Council which facilitate restructuring the Committee system are that: 1) The Committees can limit their advice to matters of broad University policy, 2) Recommendations and staff work will be generated by the President and the Divisions, requiring of the Committees only that they advise Governing Council, or when authorized act for Governing Council by accepting, rejecting or referring back recommendations, 3) The monitoring function of the Committees will involve reaction to work and decisions forwarded to the Committees, 4) A great part of the work of governing will be delegated to the Divisions, 5) Accordingly the work load of Governing Council and its Committees will be sharply reduced.

I recommend that:

7 There be three standing committees of the Governing Council, namely, a Committee on Academic Affairs and Resource Planning, a Committee on Business Affairs and a Committee on Campus and Community Affairs.

8 The Terms of reference for the Academic Affairs and Resource Planning Committee be:

a To monitor the policies, practices and planning of the Divisions and the Academic Services and advise the Governing Council concerning their performance.

b At the request of the Executive Committee to advise Governing Council on the appropriate response to recommendations brought forward by the President concerning Divisional Affairs, Academic Services and Resource Planning.

c To review and advise the Governing Council on the proposed budget.

d To conduct such other reviews and offer advice on such matters as the Governing Council from time to time may request in relation to any broad University guidelines approved by the Governing Council.

Table 7 ACADEMIC AFFAIRS COMMITTEE APPROVALS 1972-1977

All appointments of Principals, Deans, Directors of Academic Divisions; Directors of Centres and Institutes; Chairmen; Associate or Assistant Chairmen of Departments; Chief Librarian; Directors of Instructional Media, Computer Centre, Admissions and Student Awards, striking committees assessors and advisory committees.

New or additional courses; changes in calendars, admission requirements, application deadlines, application service fees.

Examination results.

Authentication seals for Continuing Studies, Scarborough, Music, Woodsworth.

Regulations in Graduate Studies re publication of Doctoral thesis.

Scarborough College - degree regulations.

Form of Convocation to remain unchanged.

Certain recommendations of committee to study relationships between Conservatory and Faculty of Music.

* Position of University of Toronto respecting admission scholarships.

* JEWISH HOLY DAYS - first day of classes in fall term not to be scheduled on first or second days of Rosh Hashanah or on Yom Kippur, examinations in all teaching divisions not to be scheduled on these days or on first two and last two days of Passover which normally falls in April.

Policy re part-time students receiving single course awards.

Endorsed objectives re Community Health.

Changed Centre for Linguistic Studies to Department in Faculty of Arts and Science.

Bachelor of Commerce Degree made available to part-time students, Arts and Science.

Compulsory internship - Department of Rehabilitation Medicine.

* Co-operative use of Ontario University Libraries.

Changes in Dentistry Admissions and Awards.

English proficiency requirement - Engineering and Medicine.

Change in name of various departments.

Schedule of Convocations.

Statement re student visa applicants - Engineering and Nursing.

Changes in admission and registration regulations - Nursing.

List of third signatures "for diploma certificates."

Faculty of Dentistry - residency requirements.

* Amendment to Constitution of the Council of the Faculty of Nursing.

* Amendment to the Composition of the Council of the Faculty of Pharmacy.

Terms of reference for working group on teaching evaluation.

* Proposal for Contractually-limited Term Appointments - Amendment to Sections 30 and 31.

The instrument - recorder be recognized as a major performing medium in all undergraduate programmes - Faculty of Music.

Faculty of Pharmacy admission requirements for proposed Doctor of Pharmacy programme.

* s.a.c.u. tests - deletion of statement from undergraduate admissions handbook.

* Application deadlines for all professional faculties.

Faculty of Food Science hearing officer.

Faculty of Medicine proposal for non-academic admissions criteria.

Additional courses in Health Administration in the Division of Community Health.

Search Committee for an Innis College Principal.

Faculty of Arts and Science awards information.

Faculty of Music rewording of admission requirements for 1977-78.

Faculty of Food Sciences - alterations in regulations, programme requirements and course specifications.

Faculty of Music change in the Licentiate Diploma programme.

Faculty of Medicine change in title of Diploma in Speech Pathology and Audiology.

Working Group on means of responding to the plagiarism problem.

Posthumous Award of a Degree.

Faculty of Pharmacy proposal for a Pharmacy College Admission Test Requirement.

Established Donna Zielinski Memorial Scholarship.

* Policy on Posthumous Award of Degrees.

Task Force on Canadian Studies - terms of reference.

* School of Graduate Studies - Review of Policy on fees.

Faculty of Dentistry - English Language Test Requirement.

Faculty of Arts and Science English Language Test Requirement.

Revised requirements for the Ph.D. programme in Library Science.

Scarborough College English Language Test Requirement.

* School of Graduate Studies - established Centre for International Studies programme.

Master's Degree Programme in Public Policy - academic aspects.

Master's Degree Programme in Health Sciences - academic aspects.

* Guidelines for Developing written assessments of effectiveness of teaching in tenure decisions.

* Report of the Interim Committee on Financial Assistance for Students.

* Toronto School of Theology - proposed appraisal plan.

* Submission to M.C.U. on Minimum Academic requirements for Ontario Universities.

Woodsworth College Diploma Programme in Operational Research - academic aspects.

School of Graduate Studies - proposal for the Education and Training of Clinical Biomedical Engineers - academic aspects.

* Admissions Policy concerning Student Visa applicants.

Faculty of Applied Science and Engineering - Promotion regulations - part-time Engineering programme.

Master of Arts in Teaching Programme - academic aspects.

* Major items appropriate for Governing Council action.

e To act for Governing Council on such matters as the Governing Council may from time to time request.

9 The terms of reference for the Committee on Business Affairs be:

a To monitor income and expenditures, financial statements,

financial services, investment,

pensions, trusts, legal contracts,

insurance, properties, physical

planning, construction, the busi-

ness of subsidiary enterprises, the

business operation of food services, residences, parking, financial statements of the Department of Athletics and Recreation and Hart House, non-academic personnel services and other administrative procedures.¹³

b To act for Governing Council on such matters related to business affairs as the Governing Council may from time to time request.

¹³ The list of items duplicates the list under which Business Affairs currently operates. It has not been critically reviewed.

c At the request of the Executive Committee to advise the Governing Council on the appropriate response to recommendations brought forward by the President concerning business affairs.

10 The terms of reference for the Committee on Campus and Community Affairs be:

a To monitor policies, practices and planning concerning campus services, relationships with the community, information and public relations, relations with alumni, fund raising, ceremonial s.¹⁴

b To act for Governing Council on such matters concerned with campus and community relations as the Governing Council may from time to time request.

c At the request of the Executive Committee to advise the Governing Council on the appropriate response to recommendations brought forward by the President concerning campus and community affairs.

The proposed merger of Academic Affairs and Planning and Resources establishes a unicameral function at the Committee level. The object is to ensure that the intimate relationship between academic planning and the allocation of resources is appreciated and considered by a single group. The administration and the Governing Council have tended in the past to direct issues to one or the other of the existing Committees on the basis of resource implications. If an issue has had major resource implications it has been assigned to Planning and Resources; if not, it has been referred to Academic Affairs. This arrangement has left room for ambiguity about the purpose of both Committees.

The Planning function is often misunderstood. To some it is a complex mathematical analytical process performed by technical experts, a process that is not easily appreciated by persons unversed in its techniques. It is threatening because its results are likely to affect programmes and careers and yet the process is felt to be beyond the influence of those affected. Central planning can indeed be insensitive, especially if it imposes academic judgement on programmes which the planners do not fully understand.

Academic planning should take place within the Divisions. It need not be mysterious. Faculties have or should have defined academic goals. Planning is the process of deciding how best to achieve them. It involves the selection of students and staff (both academic and support), design of curricula, organization, identification of resource requirements, and evaluation of performance.

The central process on the other hand must concern itself with resources, priorities and tradeoffs. The University must attempt to forecast its financial resources (a technical task, but hardly an exact science). Likewise it needs an appreciation of enrolment trends and their implications. Resource requirements (both human and physical) must be estimated and the financial prospects versus financial needs must be reconciled. For the foreseeable future, reconciliation will mean that the University must make choices. The President will have available to him forecasts of the needs of the Divisions, Academic Services and other units of the University as well as the results of resource forecasting developed by whatever central processes he has in place. The President's responsibility

must be to advise the Committee on Academic Affairs and Resource Planning how best to proceed over the longer term. Should across-the-board compression be recommended? Should financial resources be allocated selectively to maintain or even strengthen some activities at the expense of others? Which activities must be protected from further financial erosion? Should some activities be phased out? In the end, the advice offered by the President will be subjective and represent value judgements arrived at after the analyses have set out the options.

The role vis-à-vis planning of the Committee on Academic Affairs and Resource Planning therefore must be first to assess the Divisional Plans and the plans of Academic Services (libraries, instructional media, computers, etc.) to ensure that they are consistent with the Statement of Objectives of the University, and second, to respond to the President's advice on resource planning and priorities. In the end the planning priorities must reflect the judgement of the Governing Council and answer two questions: Are the Divisional plans desirable? Are they possible?

It is important that the same committee review budgetary guidelines and the budget because it is through the process of annual allocations that long term plans are implemented. The University should seek to ensure that the incremental effect of the annual allocations are consistent with the decisions about long term planning priorities.

The role of the Committee on Business Affairs as proposed deals with the same matters as those currently assigned to the Committee. The difference in this case is that the Committee's role is visualized as being primarily that of monitor of business practices.

The briefs and hearings offered divided opinion about the External Affairs Committee. Some argued that it has never had a clear role and was in fact a Committee in search of a mission. It is true that its agenda has never been heavy. External Affairs was involved in only a dozen approvals in five years and several of these were relatively minor. Others argued that the areas covered by External Affairs are of great importance to the University and that rather than dissolving the Committee or merging it with Internal Affairs its role should be strengthened and it should become more active. The areas of interest to External Affairs include information services and information exchanges with the community at large, interactions with the University's neighbours, fund raising, and relationships with the University's alumni. These topics are indeed important, perhaps never more than at this time when society is concerned about costs, questioning about values, and suspicious of institutions. Accurate and effective communication with the community about the University's mission and how it is responding to challenge must take place. The University must be a good neighbour as a matter of enlightened self-interest. Private fund raising, always important, is crucial for the future. The degree of freedom in budgetary allocations is marginal and a significant level of annual gifts (even 1% of the operating budget) could make a very great difference in the University's flexibility. The University's alumni and friends have the power to offer greater help.

The University has been giving greater attention to all these issues. It can be argued that more should be done but it does not follow that more

would be accomplished by retaining the External Affairs Committee. In keeping with the reactive role for the Governing Council what is needed is a place to monitor what is occurring and offer advice to the Governing Council on policy recommendations brought forward by the President or his delegate. If the Governing Council or the Committee questions whether more should be done it is free to ask the President for a review and proposals. Neither Governing Council nor the Committee will itself be responsible for developing solutions.

There are advantages to be gained by merging Internal and External Affairs. Many, if not most issues on the agenda of the two Committees are important both internally and externally – athletics, housing, parking, security, food services, information services, etc. A broader agenda for the new Committee will ensure that both internal and external issues are considered concurrently. Duplication of review will be eliminated.

The terms of reference for all three Committees recognize that there is a need for mechanisms to obtain formal approval carrying the imprimatur of the Governing Council where the decisions do not represent broad University policy. Currently, for example, academic appeals are dealt with by Academic Affairs (subcommittee on Academic Appeals). Certain senior appointments are approved by Academic Affairs. Degree convocations and sessional dates obtain Academic Affairs approval. Approval of detailed capital appropriations is the responsibility of Business Affairs. Banking resolutions and leasing of external space are additional examples. While in some cases it may be advisable to delegate authority to act to the University administration, in some the responsibility should remain with the Governing Council. The clause authorizing the Committees to act for the Governing Council on request allows for the handling of such matters without clogging the agenda of Governing Council.

The Executive Committee

The Executive Committee of the Governing Council is established by the Act. It determines the agenda for Governing Council, performs a co-ordinating role, assigns issues to Governing Council Committees, reviews policy recommendations before they go forward, and serves as the Governing Council's nominating and striking committee. In keeping with the objective of limiting Governing Council's attention to matters of major concern, I recommend that:

11 The terms of reference for the Executive Committee be:

a To determine the agenda of Governing Council.

b To determine which matters brought to the Executive Committee by the President shall be forwarded to the Governing Council through its Committees for approval, which shall be forwarded for information and which shall be referred back to the President.

c To act for Governing Council in matters requiring action but not involving broad University policy and not delegated by Governing Council to one of its Committees, on the understanding that all such decisions will be forthwith reported to Governing Council.

d To be a nominating and striking committee for Governing Council committees.

12 The meetings of the Executive Committee be open, subject to the Governing Council's conventions covering openness.

The proposed terms of reference for the Executive Committee add two important features beyond current practice. The first, i.e. the role of advising Governing Council as to which matters require Governing Council action implements Recommendation #3 and has been discussed above. The second specifies the power of the Executive Committee to act for the Governing Council, a power provided in the Act but not reiterated in the current terms of reference. The power is useful and should be used as a means of concentrating the decision-making action of Governing Council on matters of broad University policy. The expectation is that the Executive Committee will discriminate between such matters and other lesser matters which for various reasons deserve the authority of Governing Council. In acting in such cases the Executive Committee will expedite the work of the University and will be performing a function anticipated by the Act.

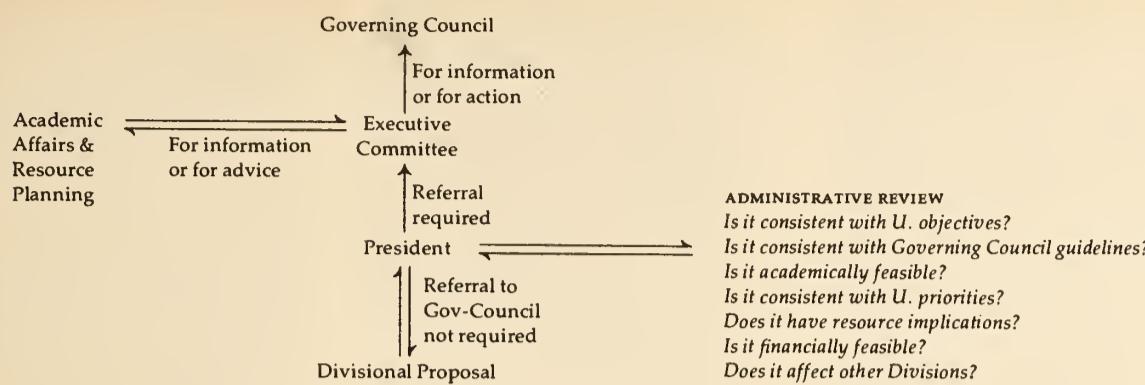
Recommendation #12 calls for making the meetings of the Executive Committee open. It is not clear why they have been closed meetings since the role of the Committee has been simply that of steering. The fact that they have been closed has been criticized. Since the proposed new role envisions actions being taken by the Executive Committee, the argument in favour of openness is strengthened.

Having proposed an altered *modus operandi* for the Governing Council, the President, the Divisions and the Governing Council Committees, it may be helpful to describe how an academic proposal from one of the Divisions would be handled in the revised system. The flow is shown schematically in Figure 1.

The proposal, after going through the stages of development and approval peculiar to the particular Faculty is referred to the President or his delegate. After administrative review the Division is advised either that the proposal can be implemented or that it requires referral to the Governing Council. It must be referred for action, at least to the Executive Committee, if it has substantial resource implications. It should be referred if the measure is sufficiently significant that in the President's judgement the Governing Council needs to be informed. The Executive Committee must decide whether the proposal requires Governing Council action because it represents broad University policy or because it has resource implications. If it requires approval it is referred to Academic Affairs and Resource Planning, now accompanied by a Presidential recommendation, with a request for advice to Governing Council. If it is referred for information only, the Executive Committee should decide whether receipt by Academic Affairs and Resource Planning is the last step or whether it should also be referred to Governing Council. If advice has been sought the recommendation of the President along with the advice of Academic Affairs and Resource Planning returns to the Executive Committee to be acted on or to be referred to Governing Council for action. In either case final approval must take place at Governing Council.

¹⁴ The list of functions is drawn from the current list of Internal Affairs and External Affairs. The list has not been critically reviewed.

Figure 1 FLOW CHART FOR A DIVISIONAL PROPOSAL



Membership on Committees

The Governing Council in establishing its Committees, approved by a narrow margin a regulation that no category of member (i.e. no estate), including in the computation the co-opted members, may form an absolute majority on any standing committee. In addition to this self-imposed limitation, the Act requires that where authority is conferred upon a Committee to act for the Governing Council with respect to any matter, a majority of the members of the Committee must be members of the Governing Council. This legal requirement is considered in the next chapter in connection with the difficulties created by an implicit general limitation on the power of the Governing Council to delegate. A conclusion is reached that the power to delegate should be broadened and that the requirement that Governing Council Committees with authority to act must have a majority of Governing Council members, should be lifted.

As to the Governing Council's own restraining regulation, that too should be lifted. The most important reasons relate to the role of Academic Affairs and Resource Planning. Recalling the Statement of General Objectives, the fundamental purpose of the Governing Council is to facilitate the achievement of academic excellence and diversity. The Committee on Academic Affairs and Resource Planning is the Governing Council's monitor and advisor in ensuring that excellence and diversity are achieved. The task is one which must rely heavily on the judgement of the academic community. It is a task which calls for a collective voice of the academic community and for the knowledge and experience of academic leaders selected by their peers. The Committee must monitor the impact of Divisional thrusts on academic standards. It must consider both academic quality and academic priorities. Though its involvement in detail will be diminished its agenda will be broader and the importance of its advice crucial to the future of the University.

These facts argue strongly for a Committee that is substantially larger than the existing Committees and one which can speak with authority and credibility for the whole University community. The requirements argue too for the importance of ensuring that the composition of the Committee will inspire confidence by having a sufficient number of its members drawn from the academic ranks and from the ranks of Principals, Deans and Directors.

There is no advantage in terms of the University's objectives in preventing any estate from having a majority on this or the other proposed Standing Committees. The Governing Council should be seeking to compose its Committees with the maximum competence to deal with

the special agenda of each Committee. Political balance is not necessary at this level. All broad University policies are settled by Governing Council itself where breadth of interest is more important than special competence. The Governing Council, however, is entitled to specialized advice when that is needed. This argues for Committees designed to reflect special knowledge but it is in no sense an argument for excluding the voice of any estate or limiting it to token representation.

I recommend that:

- 13 The Governing Council rescind its requirement that no estate may have a majority on Standing Committees of the Governing Council.
- 14 The number of members of the Committee on Academic Affairs and Resource Planning, exclusive of ex officio members be 61, composed of:
 - 7 teaching staff drawn from Governing Council
 - 7 students drawn from Governing Council
 - 7 Lieutenant Governor in Council appointees to Governing Council
 - 7 alumni drawn from Governing Council
 - 7 administrative staff, 2 drawn from Governing Council and 5 co-opted
 - 7 Principals, Deans or Directors appointed by the President
 - 19 teaching staff, one elected by each Division, not otherwise represented by a Governing Council member who is a member of the teaching staff.

These numbers are to some extent arbitrary. The purposes in constructing the Committee in this way are:

- 1/ to have each estate on Governing Council adequately represented; 2/ to draw heavily from Governing Council because of the importance of this Committee; 3/ to have a teaching staff member drawn from each Division of the University in order to give the Committee academic breadth; 4/ to have the voice and experience of Principals, Deans and Directors added to the Committee (on a rotating basis); 5/ to have a Committee large enough to provide adequate size for the principal subcommittees.

This Committee if so constituted would meet the needs of a credible academic voice as well as the perspective achieved through broad representation. It could be argued that one teaching member from each Division is inequitable because of the very large difference in the size of Divisions. But the object is not any sort of proportional representation. Rather it is to ensure the widest academic perspective to the work of the Committee consistent with a reasonable limit on the size of the Committee.

It could be argued also that the Committee is too large to be effective. However, it should be remembered that the Committee's major duty will be to monitor the performance of Divisions and Academic Services. The judgement of a broadly based relatively large group may be wiser than that of a smaller body. In addition where decisions are required the options are approval, rejection or referral back. These options are compatible with a large and representative composition.

The structure of the Subcommittee system should be decided by the Governing Council and no specific recommendation is offered on this subject. It seems likely that the Committee may require three principle subcommittees - Divisional Affairs, Academic Services, and Priorities and Budget. Assuming that something of this nature is established, major subcommittees with approximately 20 members would be practical. Since the establishment of Academic Affairs and Resource Planning is intended to integrate concern for academic quality with resource allocation it would be wise not to go beyond the membership of the Committee for the membership of the principal subcommittees.

No specific recommendations are required concerning the membership of either Business Affairs or Campus and Community Affairs. Both might usefully be enlarged, the former to increase the Business expertise, the latter to increase the voice of students and recognize the broader mandate of the Committee.

Membership on Governing Council

Several proposals were received calling for increased membership for the Governing Council. In the case of the brief from the Students' Administrative Council the central concern was the argument for parity with the Faculty.¹⁵ The argument has its roots in the confrontations of the late 1960's. It is symbolic and political. It seems to assume that there is a single student view and a single faculty view and that when they are in conflict they must be politically balanced. This assumption is not in accord with the facts. A multitude of viewpoints exists on virtually every issue. There is no homogeneous position for either students or faculty. Experience on the Governing Council has illustrated regularly that the respect and acceptance accorded ideas and debate depend on the merit of the ideas, not the estate from which they originate. In this climate, parity has no substantive functional virtue.

However, student groups did put forward reasonable arguments for increasing their numbers on Governing Council. They pointed to the need to lighten workloads and the need to

¹⁵ The engineering students in their brief argued for increased student numbers but not for parity.

have both Scarborough and Erindale represented. They noted the difficulty in meeting the demands of serving on the Executive Committee, five Standing Committees and a number of subcommittees.

The Students' Administrative Council proposed other additions to the membership as well, i.e. four members from the municipalities where the campuses are located, five additional Lieutenant Governor in Council appointees drawn more broadly from the community, two additional members from the non-academic staff, and two additional teaching staff. The student membership proposed was increased from eight to fourteen to equal the proposed number of teaching staff. The students proposed also excluding from membership the Chancellor and the two presidential appointees. The total size of the Governing Council would be increased from 50 to 66.

The University of Toronto Staff Association requested that its constituency's seats be doubled to 4 in order that "each representative would be on no more than one major committee," thereby making the work load more manageable.

The Librarians Association of the University of Toronto, supported by the University of Toronto Faculty Association and the University of Toronto Staff Association requested that librarians be recognized as a separate electoral constituency and be entitled to a seat on the Governing Council. The reason for this request was that at the time the Governing Council was established librarians were considered to be non-academic staff whereas they have recently been admitted to membership in the University of Toronto Faculty Association. They feel that it is inappropriate that they be eligible for election through the non-academic staff constituency. Neither the librarians nor The Faculty Association wish to see the anomaly corrected by designation of one of the teaching staff's seats for librarians. Hence the request is for a designated seat and a new constituency.

Finally, the Committee to Reform the University of Toronto called for a "much broader and equitable representation of the people of Ontario." This Committee proposed 23 community representatives, presumably to replace the appointees of the Lieutenant Governor-in-Council. Specifically, the Committee recommended 4 municipal appointees of Councils in Toronto, Etobicoke and Mississauga;¹⁶ 2 resident and ratepayers' appointees; 8 appointees of the Ontario Federation of Labour and the Labour Council of Metro Toronto; 2 business appointees of the Board of Trade and the Ontario Chamber of Commerce; 2 teacher appointees of the Ontario Teachers' Federation and the Ontario Confederation of University Faculty Associations; 5 other appointees of an all-party committee of the Legislature.

None of the proposals for changing the composition of the Governing Council is persuasive if the earlier recommendations which would very significantly lighten work loads are accepted. Both students and non-academic staff hoped to solve the problem of heavy workloads by numbers. Students wished to see both Erindale and Scarborough represented. This could be accomplished without changing the numbers by rearrangement of the constituencies if that were considered sufficiently important. The problem of serving on the Standing Committees will be al-

¹⁶ Scarborough was not included!

leviated by reducing the number of Standing Committees from five to three. No reason was offered for dropping from membership either the Chancellor or the two presidential appointees – nor does there appear to be merit in this suggestion.

The librarians have been eligible for election through the constituency of the administrative staff. In view of their new identification with the teaching staff (through their membership on the University of Toronto Faculty Association) it is logical that their eligibility be moved to the teaching staff constituency. This is a change which can and should be made in the electoral procedures by the Governing Council. This change of status is not a reason for creating an additional seat and a special constituency. Many groups within the University would appreciate the privilege of a special constituency. It would be unwise to create a precedent which could result in almost endless pressures for recognition by other groups.

Finally the proposals for broadening the base of Lieutenant Governor in Council appointees either by drawing from additional constituencies in the community, or by increasing the numbers ignore the fact that these appointees are the choice of government. The government is free to draw its appointees from any walk of life and in view of the very large provincial grants of public funds to the University, no doubt will continue to exercise its own judgement. Since the University has a budget of some 200 million dollars a year it is hardly surprising that a number of governmental appointees have been chosen from the business community.

Although these considerations are legitimate reasons for being reluctant to modify the representation on Governing Council, there is a far more important reason for rejecting all the proposals. That reason relates to the Statement of General Objectives. The purpose of the Governing Council is to facilitate the achievement of academic excellence and diversity. There is no reason to believe that any of the proposed changes would enhance the capability or efficiency of the Governing Council in meeting those needs. On the contrary, reopening the question of numbers would plunge the University once again into a fruitless and damaging conflict. At a time when all parts of the academic community should be concerned about the maintenance of quality in the face of financial constraint, attention would be diverted to a question for which there is no answer. No combination of numbers and representation could satisfy everyone and many arrangements would be much less acceptable than the present one which, whatever its shortcoming, is the most broadly representative governing body for any University in Canada. The University should put the question of the composition of the Governing Council behind it and work within the framework of the present arrangement for five to ten more years. Extended experience will provide a basis for future refinements whereas, at the present time, no evidence points to the need for change.

I recommend strongly that:

15 No change be made in the representational composition of the Governing Council and that this topic be not reviewed further for at least five years.

Institutional Memory

The problem of lack of institutional memory results from a combination of rapid turnover on Governing Council membership and short terms for virtually all academic administrative offices. A matter of concern to many, this problem promises to become more acute during the next few years unless some corrective action is taken. The reason for this is that a considerable number of administrative officers who have had long experiences in the University will be reaching retirement during the next few years and no general practice of grooming successors is evident.

The problem can be solved only by modifying current practices. The following steps would be helpful.

- a Encourage reappointments or reelection of Governing Council members when possible, taking advantage of the nine year maximum allowed by the Act.
- b Review the "Haist" rules with a view to creating an expectation that Principals, Deans, Directors, and departmental chairmen will serve for two or even three terms, subject to review of their stewardship at the end of each term.¹⁷
- c Appoint senior administrative officers reporting to the President for somewhat longer terms than characteristic of recent practice.
- d Implement a system of training of successors to administrative staff officers such as the Secretary of Governing Council, the Secretary of the School of Graduate Studies and Faculty Secretaries.

V Legislation

The University of Toronto Act, 1971, required the Governing Council to review the Act and report thereon to the Minister of University Affairs (i.e. the Minister of Colleges and Universities) within two years after it came into force. The Minister was required by the Act to submit the report to the Lieutenant Governor in Council and then lay the report before the Assembly if in session, and, if not then at the next ensuing session. The Governing Council on September 20, 1973, established a committee to review the Act. The Committee submitted its report to the Executive Committee on May 14, 1974, one and a half months before the submission to the Minister was due. The report contained recommendations for revision of the composition of the Governing Council but it was made clear in a dissenting opinion that in fact a majority of the committee had reservations about the proposed changes. The Executive Committee discussed this matter at two meetings and decided to advise the Governing Council that it did not recommend any changes in the size or composition of the Governing Council or of its Executive Committee; rather it recommended a thorough review of these matters in the Fall of 1974.

When the report reached the Governing Council on June 20, 1974, it provoked heated debate involving charges of lack of honesty and integrity on the part of the Executive Committee. Some members argued for settling the question immediately; others, including the President, argued the need for more time to consider such a highly sensitive issue. In the end the advice of the Executive Committee slightly amended, was approved, at which point the student members withdrew from the meeting. The Minister subsequently indicated his willingness to accept a delay in receipt of the report.

¹⁷ The University of Toronto Faculty Association believes that such a change would be in the University's interest and would be supported by the majority of teaching staff.

There followed in the summer and autumn of 1974 a series of meetings of the Executive Committee and the Governing Council. Briefs were invited from the Faculty Councils, university associations and individuals on views concerning parity of numbers between the "internal" and "external" members, parity between teaching staff and students, adequacy of representation of senior academic and non-academic administrators, representation from Scarborough and Erindale, and representation from smaller constituencies.

At the Governing Council meetings questions were put concerning parity (both student-teaching staff and internal-external parity), optimum size of the Governing Council, representation from additional constituencies (Scarborough, Erindale, municipal representatives, academic administrators and others) and desired changes in the existing constituencies. Following a series of votes on each of the issues, members were asked to vote on various models for the Governing Council composition. There were eight such models and six rounds of voting. In the end after eliminating all but two models, one model was chosen over its closest competitor by a vote of 21 in favour, 19 favouring the losing model, and 3 abstentions.

The entire exercise was highly political. Its full results are recorded in a letter from the Chairman of the Governing Council to the Minister of Colleges and Universities dated October 30, 1974 (Appendix C). In brief, the Governing Council rejected parity of students and teaching staff while recommending an increase in numbers of students, teaching staff, administration staff and alumni to a total of 57.

Action by government to amend the Act was delayed because of the amount of legislation on the government's agenda.¹⁸ The Minister indicated that he did not wish to introduce legislation until he could ensure that the Bill would proceed through the various readings in such a way as to ensure complete discussion and consultation.

Finally on April 29, 1977, the Minister wrote the Chairman of the Governing Council to say that he had decided to postpone presenting a Bill pending the completion of the review by an external review officer.

Little confidence can be placed in the conclusions of the Governing Council concerning its composition. As noted the procedure was highly political, voting behaviour being determined in an atmosphere of forced options based on an elimination contest. It cannot be said that the votes were cast having in mind as the principal consideration the needs of the University and the effect of composition on the effectiveness of the Governing Council in meeting those needs. The principal issue was parity. Subsequent events have shown that the Students' Administrative Council has not accepted the decision but has chosen to continue its fight for parity, as stated in its brief to me: "Even while this review proceeds, SAC, APUS, and GSU will be pushing for the long-delayed review of the University of Toronto Act by the Provincial Legislature, and we will be making our views known about the Governing Council to members of all provincial parties."

The entire experience on the question confirms the conclusion reached in the last chapter that to open up the question of numbers in amending the Act would result in a bitter, time-

¹⁸ Letter from Minister of Colleges and Universities to Secretary, Governing Council, December 13, 1976.

consuming, unproductive debate in which no other conclusion has any better prospect than the status quo of being acceptable to the university community. In keeping with Recommendation #15 the advice to the Minister of Colleges and Universities to change the composition of the Governing Council should be withdrawn.

Several other aspects of the amendments proposed as a result of the review of the Act by the Governing Council are concerned primarily with clarification and improvements in wording. They require no comment. Some of the proposed amendments however deal with the matter of delegation of authority. In general these amendments tend to increase or make explicit the power to delegate and as such are useful. They do not however go far enough to facilitate the implementation of the recommendations made in Chapter 4 of this Report. The relevant sections of the Act in the amendments proposed by the Governing Council are 2. (14)(b), 2(cc) a new clause permitting delegation of certain powers to the President, 2. (14)(d), 2. (14)(i), and 5. (4). All are incorporated in or expanded by the advice which follows.

The requirements to facilitate the recommendations in this Report are:

a Deletion of the power of management from the powers of the Governing Council.

b Broadened power of the Governing Council to delegate to its Committees, to the President, and to the Divisions.

c Deletion of the requirement that Committees appointed by the Governing Council must have a majority of their membership drawn from the membership of the Governing Council.

I recommend that:

16 The University of Toronto Act be amended as follows.

2. (14) The government and control of the University and University College, and the property revenues, business and affairs thereof, and the powers and duties of the Governors of the University of Toronto and of the Senate of the University under the University of Toronto Act, 1947, as amended, are vested in the Governing Council and without limiting the generality of the foregoing, the Governing Council shall have power to,
a appoint the President;
b appoint, promote, suspend and remove the members of the teaching and administrative staffs of the University and all such other officers and employees including pro tem appointments as the Governing Council considers necessary or advisable for the purposes of the University or University College, but no member of the teaching or administrative staff, except the President, shall be appointed, promoted, suspended or removed except on the recommendation of the President or of some other officer or officers, employee or employees of the University designated by the President and approved by the Governing Council;

c fix the number, the duties, and the salaries and other emoluments of officers and employees of the University and University College;

d appoint committees and delegate power and authority to act for the Governing Council with respect to any matter or class of matters, to any committee subject to the requirement that the committee subject to the requirement that

the committee report all actions taken in accordance with such delegated authority to the Governing Council forthwith;

e establish, alter and change the composition, powers and duties of, and terminate colleges, faculties, schools, institutes, departments, divisions, councils, and other academic and administrative units and bodies of and within the University, and establish, alter, change and terminate chairs in programmes and courses of study;

f determine and regulate the standards for the admission of students to the University, the contents and curricula of all programmes and courses of study and the requirements for graduation;

g conduct examinations and appoint examiners;

h deal with matters arising in connection with the award of fellowships, scholarships, medals, prizes and other awards for academic achievement;

i provide for the granting of and grant degrees, including honorary degrees, diplomas and certificates;

j determine the manner and procedure of election of its members, assign persons or classes of persons to constituencies and conduct such elections but in the case of election of members by the administrative staff, the teaching staff and the students, or any of them, the elections shall be by secret ballot and no persons shall be eligible to cast more than one ballot;

jj determine in the event of any doubt, dispute, or questions whether any person is a member, or any class of persons are members of the administrative staff or the teaching staff or the alumni, or is, or are a student or students, and if a student or students, whether undergraduate or graduate, and whether full time or part time;

k acquire, hold without limitation as to the period of holding sell, lease or otherwise deal with real property;

l borrow from time to time such sums for the use of the University and of University College, and give such security against the assets of the University by way of mortgage or otherwise, as it determines;

m invest all money that comes into its hands and is not required to be expended for any purpose to which it lawfully may be applied, subject always to any express limitations or restrictions on investment powers imposed by the terms of the instruments creating any trust as to the same, in such manner as it considers proper;

n delegate such of its powers as it considers proper with respect to clauses e, i, k, l, m, with authority to act to committees appointed by the Governing Council under clause d;

o delegate such of its powers as it considers proper with respect to clauses b and c with authority to act to the President or on the advice of the President to other officer or officers, employee or employees of the University;

p delegate such of its powers as it considers proper with respect to clauses f, g, and h, with authority to act to any college, faculty, school, institute, department, division, council or other academic unit or body that may be established or continued under this Act;

q do all such acts and things as are necessary or expedient for the conduct of its affairs and the affairs of the University and University College.

5. (4) The President shall make recommendations to the Governing Council as to appointments to, promotions in, and suspensions and removals from, the teaching and administrative staffs of the University and University College, except in those cases where some other officer or officers, employee or employees of the University have been designated by him, and approved by the Governing Council, to make such recommendations.

The deletion of the word management in Section 2. (14) is intended to eliminate ambiguity concerning the role of the Governing Council vis-à-vis that of the President as chief executive officer. The subject is dealt with in Chapter 4.

The power to delegate responsibility for some appointments to persons designated by the President recognizes the impracticality of having the President himself deal with these matters at all levels (Section 2. (14)b).

Section 2. (14)d is amended to remove the requirement that Committees with delegated power must have a majority of Governing Council members. It also makes explicit the authority to delegate to the Committees.

Section 2. (14)e, f, and j. (currently k) are modified as proposed by the Governing Council in 1974.

Certain powers cannot be delegated by the Governing Council. They are clauses (a) the appointment of the President; (d) appointment of Governing Council Committees; (j) (formerly k) the conduct of elections; and (q) (formerly o) the omnibus clause covering matters not otherwise specified. The Governing Council should use powers of delegation in relation to all other clauses. The Governing Council should be able to delegate appointments, numbers, duties, and salaries of employees to the President as recommended in the Governing Council's proposed amendments to the Act. The Governing Council should be able and willing to delegate to its Academic Affairs and Resource Planning Committee a number of powers related to establishment or termination of smaller academic units, and the granting of degrees (i). Business Affairs should have delegated authority to act in relation to most property matters, borrowing and investment k, l, and m. The power currently in the Act, to delegate to Divisions matters concerning admissions standards, curricula, requirements for graduation, examinations, awards, etc., should be exercised fully. Finally, the proposed change in Subsection 5. (4) (powers of the President) simply makes that clause consistent with 2. (14)b.

All of these changes are consistent with and facilitate the implementation of the recommendations in this Report.

VI Summary

The recommendations in this Report are that:

1 The Governing Council exercise its powers through judicial and monitorial functions.

2 The Governing Council act only on matters of broad University policy and only on the advice of the President (except when the Governing Council is reviewing the stewardship of the President).

3 The Executive Committee be responsible for advising the Governing Council as to which matters require a decision of the Governing Council and which matters are reported for information.

4 Action by the Governing Council and its Committees be limited to approval, rejection or referral back of proposals brought to them for action.

5 The Governing Council express its concern about matters on which it wants information or advice by requesting the President to provide it.

6 The Divisions of the University be responsible for policy management and planning of their own affairs subject to:

a consistency with the University's objectives,

b all broad general guidelines established by the Governing Council,

c consultation with and agreement of other Divisions affected by proposals,

d prior approval by the Executive Committee or the Governing Council if resources or costs will be significantly affected,

but that all new policies, practices and plans shall be reported to the President or his delegate before they are implemented and the President shall decide which matters shall await acknowledgement or approval by the Governing Council.

7 There be three standing committees of the Governing Council namely, a Committee on Academic Affairs and Resource Planning, a Committee on Business Affairs and a Committee on Campus and Community Affairs.

8 The terms of reference for the Academic Affairs and Resource Planning Committee be:

a To monitor the policies, practices and planning of the Divisions and the Academic Services and advise the Governing Council concerning their performance.

b At the request of the Executive Committee to advise Governing Council on the appropriate response to recommendations brought forward by the President concerning Divisional Affairs, Academic Services and Resource Planning.

c To review and advise the Governing Council on proposed budgetary guidelines and on the proposed budget.

d To conduct such other reviews and offer advice on such matters as the Governing Council from time to time may request in relation to any broad University guidelines approved by the Governing Council.

e To act for Governing Council on such matters as the Governing Council may from time to time request.

9 The terms of reference for the Committee on Business Affairs be:

a To monitor income and expenditures, financial statements, financial services, investment, pensions, trusts, legal contracts, insurance, properties, physical planning, construction, the business of subsidiary enterprises, the business operation of food services, residences, parking, financial statements of the Department of Athletics and Recreation and Hart House, non-academic personnel services and other administrative procedures.

b To act for Governing Council on such matters related to business affairs as the Governing Council may from time to time request.

c At the request of the Executive Committee to advise the Governing Council on the appropriate response to recommendations brought forward by the President concerning business affairs.

10 The terms of reference for the Committee on Campus and Community Affairs be:

a To monitor policies, practices and planning concerning Campus Services, relationships with the community, information and public relations, relations with alumni, fund raising, ceremonies.

b To act for Governing Council on such matters concerned with campus and community relations as the Governing Council may from time to time request.

c At the request of the Executive Committee to advise the Governing Council on the appropriate response to recommendations brought forward by the President concerning campus and community affairs.

11 The terms of reference for the Executive Committee be:

a To determine the agenda of Governing Council.

b To determine which matters brought to the Executive Committee by the President shall be forwarded to the Governing Council through its Committees for approval, which shall be forwarded for information and which shall be referred back to the President.

c To act for Governing Council in matters requiring action but not involving broad University policy and not delegated by Governing Council to one of its Committees, on the understanding that all such decisions will be forthwith reported to Governing Council.

d To be a nominating and striking committee for Governing Council committees.

12 The meetings of the Executive Committee be open, subject to the Governing Council's conventions covering openness.

13 The Governing Council rescind its requirement that no estate may have a majority on Standing Committees of the Governing Council.

14 The number of members of the Committee on Academic Affairs and Resource Planning, exclusive of ex officio members be 61, composed of:

7 teaching staff drawn from Governing Council

7 students drawn from Governing Council

7 Lieutenant Governor in Council appointees to Governing Council

7 Alumni drawn from Governing Council

7 Administrative staff, 2 drawn from Governing Council and 5 co-opted

7 Principals, Deans or Directors appointed by the President

19 teaching staff, one elected by each Division, not otherwise represented by a Governing Council member who is a member of the teaching staff.

15 No change be made in the representative composition of the Governing Council and that this topic be not reviewed further for at least five years.

16 The University of Toronto Act be amended as follows:

2.(14) The government and control of the University and University College, and the property revenues, business and affairs thereof, and the powers and duties of the Governors of the University of Toronto and of the Senate of the University under the

University of Toronto Act, 1947, as amended, are vested in the Governing Council and without limiting the generality of the foregoing, the Governing Council shall have power to,

- a appoint the President;
- b appoint, promote, suspend and remove the members of the teaching and administrative staffs of the University and all such other officers and employees including pro tem appointments as the Governing Council considers necessary or advisable for the purposes of the University or University College, but no member of the teaching or administrative staff, except the President, shall be appointed, promoted, suspended or removed except on the recommendation of the President or of some other officer or officers, employee or employees of the University designated by the President and approved by the Governing Council;
- c fix the number, the duties, and the salaries and other emoluments of officers and employees of the University and University College;
- d appoint committees and delegate power and authority to act for the Governing Council with respect to any matter or class of matters, to any committee subject to the requirement that the committee report all actions taken in accordance with such delegated authority to the Governing Council forthwith;
- e establish, alter and change the composition, powers and duties of, and terminate colleges, faculties, schools, institutes, departments, divisions, councils, and other academic and administrative units and bodies of and within the University, and establish, alter, change and terminate chairs in programmes and courses of study;
- f determine and regulate the standards for the admission of students to the University, the contents and curricula of all programmes and courses of study and the requirements for graduation;
- g conduct examinations and appoint examiners;
- h deal with matters arising in connection with the award of fellowships, scholarships, medals, prizes and other awards for academic achievement;
- i provide for the granting of and grant degrees, including honorary degrees, diplomas and certificates;
- j determine the manner and procedure of election of its members, assign persons or classes of persons to constituencies and conduct such elections but in the case of election of members by the administrative staff, the teaching staff and the students, or any of them, the elections shall be by secret ballot and no persons shall be eligible to cast more than one ballot;
- jj determine in the event of any doubt, dispute, or question whether any person is a member, or any class of persons are members of the administrative staff or the teaching staff or the alumni, or is, or are a student or students, and if a student or students, whether undergraduate or graduate, and whether full time or part time;
- k acquire, hold without limitation as to the period of holding sell, lease or otherwise deal with real property;

l borrow from time to time such sums for the use of the University and of University College, and give such security against the assets of the University by way of mortgage or otherwise, as it determines;

m invest all money that comes into its hands and is not required to be expended for any purpose to which it lawfully may be applied, subject always to any express limitations or restrictions on investment powers imposed by the terms of the instruments creating any trust as to the same, in such manner as it considers proper;

n delegate such of its powers as it considers proper with respect to clauses e, i, k, l, m, with authority to act to committees appointed by the Governing Council under clause d;

o delegate such of its powers as it considers proper with respect to clauses b and c with authority to act to the President or on the advice of the President to other officer or officers, employee or employees of the University;

p delegate such of its powers as it considers proper with respect to clauses f, g, and h, with authority to act to any college, faculty, school, institute, department, division, council or other academic unit or body that may be established or continued under this Act;

q do all such acts and things as are necessary or expedient for the conduct of its affairs and the affairs of the University and University College.

5.(4) The President shall make recommendations to the Governing Council as to appointments to, promotions in, and suspensions and removals from, the teaching and administrative staffs of the University and University College, except in those cases where some other officer or officers, employee or employees of the University have been designated by him, and approved by the Governing Council, to make such recommendations.

APPENDIX A

The Plight of University College

University College, in briefs and a hearing, expressed concern over the lack of status of University College and its powerlessness in the current environment, in spite of the fact that University College historically has had a unique position in the University of Toronto.

After King's College was chartered in 1827 opposition from Presbyterians and Methodists, intent on the separation of church and state, led to the Act of 1849 creating the University of Toronto as a secular institution.

"Eight months later, the Legislation found it necessary to pass a second Act which was entitled 'An Act to Remove Certain Doubts Respecting The Act of 1849'. The new University found it difficult to operate under the new doubts which were created by the removal of the older ones, and yet another Act, which came into force on the 1st of January 1853, limited the University's functions to those of granting degrees, examining candidates for them, and setting curriculum, and plainly created University College to do the real business, namely the teaching of students and preparing them for careers in the world. The doubts respecting the University of Toronto were thus removed, and University College's direct lineage with the Charter of 1827 was, in my view, clearly and unequivocally established."¹⁹

The link with the past continues to be recognized in the University of Toronto

¹⁹ Quoted from Principal H.C.H. Hallett's address to the Alumni Reunion Dinner, June 3, 1977.

Act, 1971, when the powers of the Governing Council are stated to be over the University of Toronto and University College. The plea of the representatives of University College is that it "be recognized as having what belongs to it, a status within the University of Toronto which corresponds to the descriptions of 1853, 1887, 1906 and 1971." Specifically what is sought by University College is establishment of a body within the structure of the Governing Council responsible for the affairs of University College.

The historical relationship is undeniable but as the briefs make clear, the *de facto* relationship has been undergoing significant changes since the early sixties. "University College's position as a countervailing force to the Federated Universities and as custodian – in the College subjects – of the University's standard in teaching and in scholarship was largely eroded by changes consequent upon the very rapid expansion of the University in the sixties and by the introduction in 1968 of the so-called New Programme, and finally destroyed by the Memorandum of Understanding of 1973."

De jure, little is left of the historical relationship. While the Act couples the name of University College with that of University of Toronto and excludes University College from the list of constituent Colleges, no substantive recognition of any difference in the position of University College within the University is to be found. In practice University College is seen as comparable to the constituent Colleges. The Governing Council in fact has made a decision by not choosing to set up a relationship between University College and itself analogous to the relationships adopted by the old Board of Governors which in 1945 established a University College Committee of the Board.²⁰ Moreover, the Governing Council has acted deliberately on this matter by approving the Memorandum of Understanding Relating to the Role of the Colleges in the Faculty of Arts and Science.

From a practical point of view, and accepting, however regrettably, the evolutionary alteration in the status of University College, the starting point for revitalization of University College is the place of all Colleges in the Faculty of Arts and Science. The fact is that the functional difficulties facing University College are shared by most of the Colleges and their concerns have been expressed repeatedly.²¹

If present difficulties can be overcome in coping with the College system, University College will begin to flourish along with the rest. In the last analysis opportunity for achievement will be more fulfilling for University College than mere symbolic recognition of a glorious past.

What are the functional problems? The central problem is that University College (like other Colleges) has no resources to implement innovative academic opportunities for its students. The introduction of such programmes was one of four objectives of the Memorandum of Understanding – "To foster in the Colleges the development of distinctive approaches to educational programmes and teaching within the Faculty of Arts and Science, for example, through the selection of particular academic emphases and appropriate pedagogic approaches, the development of theme programmes, and the facilitation of independent study."

Such programmes are likely to require the selective allocation of resources but the Colleges do not control the resources and according to the University College representatives do not have the influence to be able to generate the necessary support within the Faculty of Arts and Science. Colleges, for example, cannot make appointments. Cross-appointments are possible but require the support of the chairman of the relevant University department and the Dean of the Faculty of Arts and Science. They are likely to be

²⁰ The Board Committee was largely symbolic. It met only about 15 times in 20 years, had no power, and tended to deal with minor issues.

²¹ The problems for the Colleges, although having much in common, are not identical. Scarborough is relatively autonomous. The federated Colleges have their own Boards. Colleges too differ greatly in size and facilities.

blocked because cross-appointments mean loss of control over the activities of teaching staff at a time when many departments feel hard-pressed to meet their disciplinary teaching responsibilities. As observed by the Principal of University College, if the Memorandum of Understanding had been implemented in 1965 when resources were plentiful, the situation would have been different. Austerity is obstructing the achievement of the Memorandum of Understanding.

Austerity however affects everyone. The departments, like the Colleges, are unlikely to have many of their aspirations met in such times. As far as cross-appointments are concerned, the Colleges might find it fruitful to make proposals in relation to departments that are not overtaxed, avoiding those where student demand is outstripping department resources.

The issue of the Colleges remains an important concern for the President, the Collegiate Board (which is scheduled to undertake a formal review of the Understanding in 1979), and the Governing Council.

If the University of Toronto remains genuinely committed to the concept of a College system for its potential to enrich academic life, it must ensure satisfactory arrangements to encourage College initiative, and judge fairly the priorities of College proposals against those of the disciplines in the Faculty of Arts and Science. If the trade-off decisions prove to be going consistently against the college proposals, the fact might be considered as *prima facie* evidence that something is wrong. If the University's commitment to the College idea is weak, the Colleges as a force will wither and come to represent a vestigial remnant of by-gone days.

APPENDIX B

General Objectives of the University of Toronto

PREFACE

The Planning and Resources Committee of the Governing Council is grateful for the suggestions received from members of the University community in response to the circulation of an Exposure Draft of a statement of general objectives for the University. We hope that this revised version will be useful to the University at large by providing a framework within which the various divisions of the University can work to formulate their own objectives. Since our conceptions of our objectives may well shift as we work to attain them, this statement itself, of course, is subject to continual scrutiny and further revision. We have here worked intentionally in broad terms; they will form the basis for later, more specific policy statements.

INTRODUCTION

1 The Nature of a University

A university is a community of individuals who have come together for the pursuit and dissemination of knowledge. This endeavour is directed toward individual and collective intellectual and cultural development, better understanding of man and his relation to the universe, improvement of society, and response development of the human use of the environment. Such sweeping goals mean that a diversity of fields of study is an essential feature of a university. Equally essential for the free yet responsible pursuit of these objectives are a framework and an atmosphere in which objectivity, rational argument, critical judgement, independence of thought, and co-operation are encouraged. With no exclusive claim to these objectives, a university has a responsibility to integrate its activities into the total social system and to respond to the longer term needs of society.

2 The Special Position of the University of Toronto

The size and scope of the faculties of the University of Toronto and its many years of academic experience place a special emphasis on the importance of its striving to achieve a high standard of academic excellence in everything it undertakes.

The fact that the University of Toronto is the largest university in Canada in terms both of available research facilities and of concentration of qualified staff in a multitude of disciplines provides a broad

I trust that this report complies with the requirements of the *Act*. If you require any further information, please let me know. I would be glad to discuss this matter with you at any time.

Yours sincerely,
C. Malim Harding
Chairman

APPENDIX D

List of Organizations submitting briefs

Association of Engineering Professors
Association for Part-Time Undergraduate Students
Committee to Reform University of Toronto
Erindale College Executive Committee
Faculty of Medicine
Librarians' Association of the University of Toronto
- Preliminary Brief June 30, 1977
- Supplementary Brief September 27, 1977
Senior Members of the Central Administration
St. Michael's College Students' Union
Students' Administrative Council, June 30
Students' Administrative Council, December 6
University of Toronto Alumni Association
University of Toronto Communist Club
University of Toronto Engineering Society
University of Toronto Faculty Association
- Preliminary Brief June 9, 1977
- Preliminary Brief re Library June 9, 1977
- Interim Brief September, 1977
University of Toronto Staff Association
University of Toronto Law Teachers' Association
Working Group of the Internal Affairs Committee

APPENDIX E

List of Individuals submitting written communications

John Beckwith, former Dean, Faculty of Music
Claude T. Bissell, past President, University of Toronto
R.H. Blackburn, Chief Librarian (July 6, 1977)
R.H. Blackburn, Chief Librarian (September 27, 1977)
Michael Bliss, Chairman, Academic Affairs Committee, teaching staff representative, Governing Council (June 27, 1977)
Michael Bliss, Chairman, Academic Affairs Committee, teaching staff representative, Governing Council (October 29, 1977)
Keith R. Bowler, James D. Kraemer, Gwynneth Heaton Bishop - Past and present administrative staff representatives, Governing Council
W.H. Broadhurst, Chairman, Business Affairs Committee, government appointee, Governing Council
W.H. Broadhurst, Gordon N. Fisher - Government appointees, Governing Council
D.A. Chant, Vice-President and Provost
Max B.E. Clarkson, Dean, Faculty of Management Studies
John H. Corbett, Professor, Division of Humanities, Scarborough College
John G. Cowan, Chairman, External Affairs Committee, alumni representative, Governing Council
*John E. Dove, former Chairman, Academic Affairs Committee and former teaching staff representative, Governing Council
William B. Dunphy, former Chairman, Academic Affairs Committee, former teaching staff representative, Governing Council (June 29, 1977)
William B. Dunphy, former Chairman, Academic Affairs Committee, former teaching staff representative, Governing Council (August 29, 1977)
*H.C. Eastman, Vice-President - Research and Planning, former teaching staff representative, Governing Council

B. Etkin, Dean, Faculty of Applied Science and Engineering
J.R. Evans, President, University of Toronto
R.H. Farquharson, former Associate Dean, Faculty of Arts and Science
Jonathan F. Gentry, former part-time undergraduate student representative, Governing Council
W.F. Graydon, Professor, Department of Chemical Engineering
Victor E. Graham, former teaching staff representative, Governing Council
A.C.H. Hallett, past Principal, University College
*A.C.H. Hallett, J.P. Hamilton - Past Principal, University College - President, University College Alumni Association
*Charles M.T. Hanly, former Chairman, Planning and Resources Committee, former teaching staff representative, Governing Council
Robin Harris, Professor, Higher Education (October 21, 1977)
Robin Harris, Professor, Higher Education (November 29, 1977)
Robin Harris, Professor, Higher Education (December 12, 1977)
*Sally Henry, alumni representative, Governing Council
*Kitty Hoffman, former graduate student representative, Governing Council
Donald G. Ivey, Professor, Department of Physics
David Keeling, Director of Academic Records, Faculty of Arts and Science
Kathleen King, Dean, Faculty of Nursing
*C. Mackenzie King, former member, Board of Governors and former government appointee, Governing Council
*Daniel A. Lang, former member, Board of Governors and former government appointee, Governing Council
Daniel W. Lang, Administrative Officer, Office of the Vice-President - Research and Planning
Desmond P. Morton, Vice-Principal (Academic), Erindale College
Gordon Nikiforuk, former Dean, Faculty of Dentistry
M.R. Piggott, Professor, Department of Chemical Engineering

G.P. Richardson, Principal, University College
Albert Rose, Professor, Faculty of Social Work
Robin Ross, Vice-Principal (Administration), Erindale College
Harry R. Secor, Professor, Department of French, Victoria College
W.M. Sharpe, Student Class of 1977
A.N. Sheps, Professor, Division of Humanities, Scarborough College
*H.W. Smith, Vice-Dean, School of Graduate Studies
Jean E. Smith, President, University of Toronto Faculty Association
K.C. Smith, Chairman, Department of Electrical Engineering (June 30, 1977)
K.C. Smith, Chairman, Department of Electrical Engineering (September, 1977)
D. McCormack Smyth, York University
Eva V. Swenson, Associate Dean, Faculty of Arts and Science
F.F. Wilson, Professor, Department of Philosophy, University College

*Submitted earlier to officers of the Governing Council in anticipation of a Review.

APPENDIX F

List of Hearings

Principals, Deans and Directors
Students' Administrative Council
University of Toronto Staff Association
Engineering Society
Association of Part-Time Undergraduate Students
Graduate Students Union
Faculty of Arts & Science
University of Toronto Faculty Association - September 30 - December 8
University of Toronto Librarians Association
Faculty of Applied Science & Engineering
Erindale College
Faculty of Medicine
Scarborough College
University of Toronto Alumni Association
President and Vice-Presidents
University College
Deans of Small Divisions

Federal funds for intercollegiate sports

Universities may soon find themselves promoting athletic elitism if the recommendations contained in a recent green paper from the office of Iona Campagnolo, Minister of State for Fitness and Amateur Sport, become legislation.

"Canadian universities possess all the resources necessary to produce good athletes," the section on *Intercollegiate Sport* begins. "They have professional coaches, young athletes, excellent facilities, dormitories and libraries. Extensive intercollegiate sport programs are, however, expensive. At many universities a shortage of funds has held back the development of intercollegiate sport. We propose that the universities be given assistance to subsidize the salaries of coaches contributing significantly to national team programs. In return for financial assistance, we would ask that the universities commit themselves to excellence in their sports programs, co-ordinating them with those of the community, and expand training and competitive opportunities. We would also ask that coaching be year-round, that provision be made for testing athletes and that there be a closer liaison among the university physical education and coaching staffs, national sports governing bodies and the Coaching Association of Canada."

THE CHANCELLORS



Sir Charles Bagot
1842-43

Sir Charles Bagot arrived in Canada in January, 1842 to succeed Lord Sydenham as Governor-General and become the University's sixth Chancellor.

Bagot was born in Staffordshire, England in 1781 and was educated at Rugby and Oxford. In 1807, he entered parliament and served in the cabinets of various British prime ministers until his appointment as Governor-General of British North America in 1841.

His predecessor, Lord Sydenham, had set up the machinery of responsible government, and regularly presided over the meetings of his executive council. Bagot, whose health was failing, frequently absented himself from these meetings, thus necessitating the establishment of the office of the prime minister. Bagot's health deteriorated rapidly, and on March 30, 1843, he was replaced. Six weeks later he died at Kingston.

Bagot was Chancellor of the University in 1842-43 and was both interested and active in the University's development. In 1842, dressed in the opulent insignia of the Order of the Bath, he laid the cornerstone for University College.

Alan Bakes
Art Department
Faculty of Medicine

An administrative response to the minister's proposals is being drafted by Bud Fraser, director of men's athletics and recreation, and Jack Dimond, executive assistant to the vice-president, internal affairs. Public hearings on the paper began in late November.

Creative writing prizes awarded

The Principal of University College, Dr. Peter Richardson, is pleased to announce the award of two prizes in creative writing.

The winners of the Norma Epstein National Competition for 1977 are Michael J. Cullen, University of Lethbridge, for a novel called *Goodnight, Sammy Wong*, and Roger Greenwald, U of T, for a book of poems called *What You Asked For*.

Every two years the sum of \$1,000 is offered by the college from the funds of the Epstein Foundation for the best unpublished book of poetry, fiction or drama by a student enrolled in any Canadian university.

Forum

Elitism in its worst form

I feel I cannot let the December 5 issue of the *Bulletin* go without stating my feelings on the article entitled "1978-79 salary and benefits negotiations underway". I am referring specifically to the UTFA proposal that "the University extend its existing policy of free U of T tuition for academic staff to their dependents". I must agree with the drafters of such a proposal if their intent was to be a step towards the abolition of tuition fees for all students. But to limit such access to those students who are the offspring of the intellectual elite of this University I find rather questionable.

I can see it all now. When a needy student enters the Office of Student Awards requesting financial assistance, one option will be adoption by a faculty member!

In all seriousness, this proposal can only be termed elitism in its worst form. It disturbs me to think that the ivory tower is alive and well and living at the University of Toronto. One would think an institution as prestigious as U of T would have the foresight to work towards social justice, not against it.

*Beverly Batten
Part-time Undergraduate Student*

College opinion misrepresented

I am writing because, along with several other members of the Scarborough College faculty, I feel that the front page article headed "Curricula changes recommended at Scarborough and Erindale" seriously misrepresented college opinion.

While Professor Irwin's task force report did recommend the items listed in the article, this report has not been approved at the college level and, in my opinion, is unlikely to

be approved. The report has been criticized at the committee level, and I and others find the fact that the slipshod and non-substantive report found space on your front page — while the more serious criticisms went unmentioned — a serious misrepresentation of this college's views.

*P.H. Salus
Professor, Division of Humanities
and
Member, Governing Council*

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Sesqui Events

Monday January 9

The Canonical Form of the Generic Local Gravitation Field, colloquium. Prof. John A. Wheeler, University of Texas. 102 McLennan Physical Laboratories. 4.10 p.m. (Physics, Astronomy and SGS)

The Critic by Richard Brinsley Sheridan. Presented by Graduate Centre for Study of Drama, directed by Herbert Whittaker. Studio Theatre, Glen Morris St., to Jan. 14. 8.30 p.m. Reservations 978-4010 or 978-8705.

Turkish Handicrafts, exhibition. Second floor, Robarts Library, to Jan. 29.

Exhibition of Native Canadian Art. The Ivey Library, New College, to Jan. 20. Library hours: Monday-Thursday, 9 a.m. to 10 p.m.; Friday and Saturday, 9 a.m. to 5 p.m.

Tuesday 10

The Observer and the Universe, lecture. Prof. John A. Wheeler, University of Texas. Auditorium, Medical Sciences Building. 4 p.m. (Physics)

Ramon Taranco, guitar, afternoon classical concert.

Music Room, Hart House. 1.10 p.m.

Mt. Fuji, Still Sand Tall Trees, and *The Snow Monkeys*, second in film series, *The Sights, Sounds and Seasons of Japan*. Theatre, ROM. 12 noon.

Men's Basketball, *Simon Fraser at Toronto*.

Benson Building. 8.15 p.m. Admission 75 cents.

Mimi Matte, paintings and drawings, exhibition.

Hart House Art Gallery to Jan. 27. Gallery hours: Monday, 11 a.m. to 9 p.m.; Tuesday-Saturday, 11 a.m. to 5 p.m.; Sunday, 2 to 5 p.m.

Wednesday 11

A Survey of the Muslim World: Historic places, the culture and their geographical setting, first of series of six lectures on medieval Islamic textiles at Scarborough on loan from ROM.

Prof. Edward Keall, West Asian Department, ROM. Council Chamber, Scarborough College. 11 a.m. to 1 p.m.

Subliminal Satire in Contemporary Czech Literature, English noon hour lecture series.

Prof. Josef Skvorecky, Erindale College. 264 Erindale College. 12.10 p.m.

Can an artist really make his living from art?, first lecture in series *The Art Market*. Charles Pachter. Bickersteth Room, Hart House. 7 p.m. (Art Committee)

Thursday 12

Early Industrialization and Urban Social Structure in Canada, lecture.

Prof. Michael Katz, York University. Coach House, 150 St. George St. 2 to 4 p.m. (Urban & Community Studies and SGS)

The One-many Problem in the Foundations of Set Theory, Erindale logic colloquium. Prof. R.V.B. Rucker, State University of New York at Geneseo. 2080 South Building, Erindale College. 4 p.m.

Is a Black Hole Incompatible with the Law of Conservation of Particle Number?, colloquium.

Prof. John A. Wheeler, University of Texas. 102 McLennan Physical Laboratories. 4.10 p.m. (Physics and SGS)

New Perspectives in Engineering Design, seminar.

Dr. David W. Hoeppner. 254 Mechanical Building. 3.10 p.m. (Mechanical Engineering)

Structural Innovation in Architecture from the High Gothic to the Scientific Revolution, seminar.

Prof. Robert Mark, Princeton University. Room 418, 280 Huron St. 4 p.m. (Medieval Studies and SGS)

Effect of Cyclopropene Fatty Acids on Cellular Function and the Biosynthesis of Isomer Octadecenoic Fatty Acids, seminar. Dr. Randall Wood, Texas A & M University. 417 Best Institute. 4 p.m. (BBDMR)

Current Research of the Centre for Resource Studies, seminar.

Prof. C. George Miller, Centre for Resource Studies, Queen's University. 119 Wallberg Building. 4 p.m. (Please note location.) (IES and Environmental Engineering)

Anne Cross, soprano, afternoon classical concert.

Music Room, Hart House. 1.10 p.m.

The Fallacies of Hope, ninth of 13 colour films, *Civilization* series. Progressive disillusionment of artists of the Romantic movement. Art Gallery, Hart House. Two screenings, 12 noon and 7 p.m.

The Ladder of Creation, film in Bronowski series, *Ascent of Man*.

Theories of evolution and the origins of life. H-308 Scarborough College. Two screenings, 12 noon and 5 p.m.

Writers' Workshop.

Carol Bolt, writer-in-residence. Workshop is held every Thursday in Hart House, see hall porter for room. 7.30 p.m.

Friday 13

Traditional Life in the Yemen, illustrated lecture, second in series of six on medieval Islamic textiles at Scarborough on loan from ROM.

Prof. Andrew Watson, Department of Political Economy. H-308, Scarborough College. 12 noon.

Has Government Contributed to a Crisis in Industrial Relations?, fifth of seven lectures in Lunch and Learn Club Series II, *Industrial Relations in Canada: The Current State and Outlook*. Donald Carter, Ontario Labour Relations Board. Innis College Town Hall. 12.15 p.m. Registration fee \$15 for four series of lectures. Information 978-2400.

Gothic Architecture: A Structural Approach, lecture.

Prof. Robert Mark, Princeton University. 403 Carr Hall, St. Michael's College. 4.15 p.m. (Medieval Studies and SGS)

Social Research and Social Policy, colloquium, Jan. 13 and 14.

Topics to be discussed in plenary sessions in West Hall, University College: Friday 13, *The State of Policy Research in Canada*, 8 p.m. Saturday 14, *The Research Phase*, 9 a.m.; *Policy Needs and Processes*, 10.40 a.m.; *Consequences of Policy for the Public*, 1.30 p.m. Concurrent round table discussions on 12 topics, University College, individual rooms TBA, Saturday, 3 p.m.

Final session, *The Demands of Policy Research*, address by Mr. Justice Thomas Berger to be followed by discussion, auditorium, Medical Sciences Building, 8 p.m., open to public.

Registration fees: participants \$10, students \$5; observers \$5, students \$2.50. Information 978-6579 or 978-3412. (Sociology and UC)

World of Winds, second of three concerts in *Camerata* series.

Features James Campbell, clarinet; Suzanne Shulman, flute. Meeting Place, Scarborough College. 8.30 p.m. Tickets \$5. Information 284-3243.

Men's Hockey, Blues vs Laurentian. Varsity Arena. 8 p.m. Tickets 979-2186

Medieval Islamic Textiles and Artifacts, exhibition.

Textiles from 10th to early 13th centuries from Egypt and export goods from eastern and western parts of the Caliphates. Collection on loan from Royal Ontario Museum. Art Gallery, Scarborough College to Feb. 13. Gallery hours: Monday-Thursday, 9 a.m. to 5 p.m.; Saturday and Sunday, 2 to 5 p.m.

Saturday 14

The Demands of Policy Research, lecture, final plenary session, *Social Research and Social Policy* colloquium.

Mr. Justice Thomas Berger. Auditorium, Medical Sciences Building. 8 p.m. (Please note, lecture is open to public) (Sociology and University College)

Sunday 15

Hart House Chorus, second *Erindale Sunday Afternoon Concerts* series.

Mixed sacred and secular music from 17th to 20th century. Meeting Place, Erindale College. 2.30 p.m. Tickets \$2.75, students and senior citizens \$2.25. Information 828-5214. (Associates of Erindale College)

Edison, film, second in series *People of Vision*.

Theatre, ROM. 7.30 p.m.

Scarborough College Tour.

Free guided tour of the college. 2.30 p.m.

Winter Carnival at Hart House Farm. Cross country skiing, snowshoeing, skating, giant snowball game. Bus leaves Hart House at 10 a.m. Tickets \$2 from Programme Office. Information 978-2447.

Monday 16

The Importance of Textiles in Medieval Islamic Trade, third in series of six lectures on medieval Islamic textiles at Scarborough on loan from ROM. Prof. Veronica Gervers, Textiles Department, ROM. H-308 Scarborough College. 3 p.m.

Three-stringed bouzoukia, Smyrna style, concert in conjunction with exhibition of medieval Islamic textiles.

Nikos Dais and Stathis Potamitis with Prof. Sylvia Mittler at piano. Meeting Place, Scarborough College. 12 noon.

Tuesday 17

Forest Fire Management: Contrast between parks and production forests, seminar. C.E. Van Wagner, Petawawa Forest Experiment Station, Fisheries and Environment Canada, Chalk River. Fourth floor lounge, 203 College St. 12.10 to 1 p.m., followed by question period. (Forestry and SGS)

Canada's Mechanical Engineering Heritage, seminar.

Andrew Wilson, Science Council of Canada. 252 Mechanical Building. 3.10 p.m. (Mechanical Engineering)

Proposed policies for librarians

Continued from Page 1

"The working group was called upon to formulate policy in a vacuum," explained working group chairman Roger Savory.

"I look on this document as an attempt to establish a bill of rights for librarians," Academic Affairs member John Bassett commented. "After listening to this dreary recital of what hasn't been done over the last decade, I think this is a group which has been kicked around."

As discussion progressed, it became clear that the two most contentious issues centred around one policy contained in the report — research and study leave for librarians — and one policy absent from it — dismissal of staff for fiscal reasons.

Several members objected to the similarity between faculty and non-faculty implied by the term "research".

"The parallel between librarians and academics in the matter of research leave is perhaps a false one," said Professor Peter Salus. Engineering Dean Ben Etkin allowed that some library staff would undoubtedly have to acquire new skills in order to keep up with changing technology, but questioned the need for librarians to engage in research the same way academics did.

The resource implications of research and study leave were also pointed out by Prof. Salus, who calculated that of the 200 professional librarians employed by U of T, as many as 30 might be "on sabbatical" at once. As the average librarian earns \$20,000 and would be remunerated at 75 percent salary while on leave, he stated, costs to the University would be "considerable".

Several committee members chastised the working group for not including among the proposed policies one pertaining to dismissal of staff for fiscal reasons. As with tenure stream faculty under the terms of the *Memorandum of Agreement*, librarians would be an "unfireable" group, it was suggested, inviolable for the term of the agreement, and perhaps retroactively.

"Because the University made a mistake with a large group — the

faculty — should it perpetuate the error and make a similar mistake with a smaller group?" a member wondered.

"The fact that the University has not faced the issue of dismissal of staff for financial reasons is a failure of nerve," responded School of Graduate Studies Dean Hal Smith. "It's unfair to expect the working group to set a precedent."

Planning and Resources Committee member John Whitten disagreed. "The working group is recommending job security for librarians," he said. "It would be irresponsible of Governing Council to accept that."

Discussion of the working group's report will continue at the next meeting of the Academic Affairs Committee on Jan. 12. It has yet to be decided whether that meeting will be held conjointly with the Planning and Resources Committee.

Sunnybrook seeks psychiatry head

The Department of Psychiatry of the University and the Board of Trustees of Sunnybrook Medical Centre invite applications for the position of head of the Department of Psychiatry at the centre. The successful applicant must qualify for appointment at the level of associate professor or professor in the Faculty of Medicine.

The position calls for a high level of expertise in teaching undergraduate and postgraduate students, the clinical practice of psychiatry, and psychiatric administration. An appreciation of the direction of research in psychobiology and behavioural sciences is an asset.

The appointment is to be effective July 1, 1978 for a five year renewable term. Applications must be received by February 28 and should be addressed to Dr. J.K. Morrison, Executive Director, Sunnybrook Medical Centre, 2075 Bayview Ave., Toronto M4N 3M5.